

# Enhancing Security and Stability in Afghanistan



December 2015

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Report to Congress  
In Accordance with Section 1225 of the  
Carl Levin and Howard P. "Buck" McKeon National Defense  
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*This report is submitted in accordance with section 1225 of the Carl Levin and Howard P. “Buck” McKeon National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2015 (P.L. 113-291). It includes a description of the strategy of the United States for security and stability in Afghanistan, a current and anticipated threat assessment, as well as a description and assessment of the size, structure, strategy, budget, and financing of the Afghan National Defense and Security Forces. This report is the second in a series of reports required semi-annually through fiscal year 2017 and was prepared in coordination with the Secretary of State.*

*This report describes efforts to enhance security and stability in Afghanistan from June 1 through November 30, 2015. It complements other reports and information about Afghanistan provided to Congress, and is not intended to be the single source of all information about the combined efforts or the future strategy of the United States, its coalition partners, or Afghanistan. A classified annex accompanies this report. The next report will include an analysis of efforts to enhance security and stability in Afghanistan from December 1, 2015, through May 31, 2016.*

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# **EXECUTIVE SUMMARY**

December 2015 marks nearly one year into United States Forces – Afghanistan (USFOR-A) Operation Freedom’s Sentinel (OFS) and the North Atlantic Treaty Organization (NATO)-led Resolute Support (RS) mission focused on developing Afghan institutional capacity to enhance security and stability across Afghanistan. During the June 1 through November 30, 2015, reporting period, the Afghan National Defense and Security Forces (ANDSF) endured a tough fight against a determined insurgency. Despite challenges this fighting season, the ANDSF have proven their willingness to fight and to learn from mistakes during their first year with full responsibility for securing the Afghan people.

U.S. forces in Afghanistan continue to conduct two narrow, well-defined, and complementary missions: training, advising, and assisting the ANDSF and supporting counterterrorism operations against the remnants of al Qaeda and its associates. In order to preserve hard-fought gains and help the ANDSF continue to develop and to provide stability and security in Afghanistan, on October 15, 2015, President Obama announced that U.S. forces will maintain their current posture of 9,800 military personnel through most of 2016. By the end of 2016, rather than draw down to a Kabul-only U.S. military presence as previously envisioned, the United States will maintain 5,500 military personnel in Kabul and Bagram, in addition to a limited presence in the east and south of Afghanistan. This decision provides U.S. forces the access and the reach required to implement these two missions effectively in the next year and reflects the U.S. government’s enduring commitment to Afghanistan and its security forces. It also recognizes that the ANDSF will require more time and assistance to develop into a capable, credible, and independent force that can protect the Afghan people and contribute to regional and international security. The continued U.S. presence will also address threats to the homeland from terrorist actors in the region, particularly al Qaeda.

## **THREAT ENVIRONMENT AND SECURITY CONDITIONS**

In the second half of 2015, the overall security situation in Afghanistan deteriorated with an increase in effective insurgent attacks and higher ANDSF and Taliban casualties. Though the insurgency remains resilient, the Afghan government remains in control of all major population centers and continues to deny the Taliban strategic ground throughout the country. The Taliban have remained active in their traditional strongholds, namely in Helmand in the south and Logar and Wardak in the east, and also created a sense of instability for brief periods of time in other parts of the country, such as in Kunduz in northern Afghanistan. Nonetheless, the Taliban were unable to hold territory they had wrested away from ANDSF control. The ANDSF consistently retook ground they had temporarily lost to the Taliban. Although the ANDSF maintain a significant capability advantage over the insurgency, insurgents are improving in their ability to find and exploit ANDSF vulnerabilities, making the security situation still fragile in key areas and at risk of deterioration in other places.

In the wake of the July 2015 announcement of long-time Taliban leader Mullah Omar’s death in 2013 and Mullah Mansour’s attempt to consolidate the movement behind his leadership, Afghan, Pakistani, and other interlocutors continue to emphasize the importance of political reconciliation. However, the Taliban’s resilience throughout the second half of the year

demonstrated their resolve to continue fighting. The elevation of Haqqani Network leader Siraj Haqqani as Taliban leader Mullah Mansour's deputy signals that the Haqqani Network will remain a critical and lethal component of the overall Taliban-led insurgency.

The presence of the Islamic State of Iraq and the Levant (ISIL) – Khorasan Province (IS-KP) primarily in the eastern province of Nangarhar remains a concern for the Taliban, the Afghan government, and the international community. Through attacks against a United Nations (UN) vehicle and the ANDSF in September 2015, IS-KP has demonstrated that it is operationally emergent.

Despite increased bilateral dialogue with Pakistan early in 2015, a number of events over the last six months, including several high-profile attacks in Kabul in August and a Tehrik-i-Taliban Pakistan (TTP) attack on a Pakistani Air Force Base in Peshawar in September 2015, have challenged Afghanistan-Pakistan cooperation. Nevertheless, Afghanistan and Pakistan relations remain essential to progress against terrorist and militant groups on both sides of their shared border. A return to more frequent high-level political and military-to-military engagements such as those that occurred earlier in 2015 will be an important signal of the direction of bilateral cooperation. Events during the reporting period such as Corps commander-level meetings between ANDSF and Pakistani military officials to discuss border coordination are positive signs that both countries recognize the need to work together.

## **ANDSF DEVELOPMENT**

During this reporting period, the Resolute Support mission helped the ANDSF improve their capabilities in key areas such as intelligence, aviation, and sustainment. The ANDSF have demonstrated that they are capable of effectively clearing areas of insurgent forces when conducting deliberate, planned operations. However, the ANDSF's capacity to hold areas after initial clearing operations is uneven. They remain in a primarily defensive posture that limits their agility across the country. The ANDSF's higher operational tempo this fighting season and assumption of the lead role in combat operations have resulted in higher ANDSF casualty rates than in previous years. Despite these challenges, the Afghan government and its security ministries<sup>1</sup> repeatedly marshaled the necessary resources and political will to respond effectively to insurgent offensives and re-take key territory overrun by the Taliban. In particular, the Afghan Special Security Forces (ASSF) performed well this fighting season and were pivotal in recovering lost territory in Kunduz and in Helmand. The Afghan National Army (ANA) 201<sup>st</sup> Corps and 111<sup>th</sup> Capital Division similarly proved themselves capable during clearing operations in the area east of Kabul during Operation Iron Triangle.

ANDSF capability gaps in aerial fires, logistics, maintenance, and operational planning persist. With the fielding of MD-530 Cayuse Warrior helicopters and use of Mi-17s in combat, accountability improvements in supply chain management and maintenance support, and

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<sup>1</sup> The security ministries include the Ministry of Defense and the Ministry of Interior. The National Directorate of Security (NDS) is not included in the term. The U.S. Department of Defense funds the Ministry of Defense and Ministry of Interior, but not the NDS, and international commitments made at previous NATO summits to fund the ANDSF do not include funding for the NDS. The Afghan government includes funding for the NDS in its own security budget.

coalition advising on counter-offensives in Helmand and Kunduz, the ANDSF have shown some progress in addressing these gaps. They are also improving in their ability to conduct combined arms operations with the integration of D-30 howitzers and to conduct intelligence-driven operations. After their first full fighting season in the lead, this winter the ANDSF plan to review their performance and make adjustments to prepare for next year.

The Afghan Air Force (AAF) continues to improve in providing airlift, conducting casualty evacuation (CASEVAC) operations, and delivering aerial fires. Nonetheless, the AAF will require coalition support for several years in order to build institutional functions and continue development of their human capital, particularly aircrews and maintenance personnel.

Beginning in June 2015, the Afghan Uniform Police (AUP) have more direct command and control over the nearly 28,000 Afghan Local Police (ALP) members, and the Ministry of Interior (MoI) has initiated several reforms to enhance personnel policies and overall accountability in the ALP. Previous efforts to integrate local security forces have been unsuccessful due to inadequate guidance and oversight. Early indications of changes within the ALP, such as the removal of “ghost soldiers” from units, are encouraging, but reform efforts must continue.

## **MINISTERIAL CAPACITY**

The ability of the Ministry of Defense (MoD) and the MoI to support the ANDSF remains dependent on effective leadership at all levels. These ministries must also pursue efforts to increase transparency and accountability, address ANDSF capability gaps, and develop the systems and processes to sustain those capabilities. U.S. forces, primarily through Combined Security Transition Command – Afghanistan (CSTC-A), are focused on working with the MoD and the MoI to develop an increasingly sustainable, effective, and affordable ANDSF.

Initial implementation of electronic personnel management and payroll systems and reforms to the programming and budgeting process during this reporting period have been positive steps towards institutional change within the ministries. After a government-wide overhaul of the procurement process in early 2015, the MoD and MoI have made progress in executing critical contracts and developing their budgets with coalition assistance. By providing performance incentives and enforcing penalties in funding commitment letters, CSTC-A is ensuring that the MoD and MoI continue to make steady, demonstrable improvement in their capacity and capability in personnel management, resource management and procurement, and logistics and maintenance, with an overall goal of sustainability over the long-term.

Increasing transparency, accountability, and adherence to the rule of law remain important aspects of U.S. advising at both the ministerial and ANA corps and Afghan National Police (ANP) equivalent levels. Both the MoD and the MoI have instituted several anti-corruption measures, such as further empowering their Inspectors General and increasing the number of audits and inspections to ensure internal resource controls are being followed. In addition, efforts to enhance adherence to the rule of law include emphasizing reporting, preventing, and remediating gross violations of human rights (GVHRs) and instilling respect for human rights more broadly across the ministries and security forces. The Afghan government, and the MoD in particular, have made encouraging progress to take steps to hold GVHR violators accountable.



In light of recent allegations of child sexual abuse by the ANDSF, the Commander, Resolute Support and Afghan leaders have taken steps to ensure that these types of abuses are reported and investigated and that perpetrators are held accountable.

## **IMPORTANCE OF THE NATIONAL UNITY GOVERNMENT**

Since the formation of the National Unity Government, President Ashraf Ghani and Chief Executive Abdullah Abdullah have been cooperative and committed partners with the United States and international community on security matters. Their leadership is critical to the success of the Afghan security ministries and the fighting force. President Ghani remains active and engaged in his role as Commander in Chief as he contends with complex internal political and security challenges. Although the Afghan government faced many challenges throughout this reporting period, the United States and the international community continue to view the Afghan government as a credible partner capable of providing leadership on key issues and implementing needed reforms to enhance the effectiveness and sustainability of the Afghan security institutions.

## **LOOKING AHEAD**

A functional National Unity Government, effective leadership within the Afghan security ministries, and the continued development of key operational capabilities and institutional capacity within the ANDSF is critical for sustained progress in Afghanistan. U.S. train, advise, and assist (TAA) efforts under Operation Freedom's Sentinel and the Resolute Support mission aim to support Afghanistan during this period of significant transition and to continue developing the ANDSF into an effective and sustainable force. The United States and its allies and partners will continue to support the Afghan people as the United States pursues its national security interests in regional stability and counterterrorism objectives with the ultimate goal of a sovereign, secure, stable, and unified Afghanistan.

# **SECTION 1 – STRATEGY AND OBJECTIVES**

As President Obama reaffirmed on October 15, 2015, current U.S. strategy and objectives in Afghanistan are to disrupt threats posed by al Qaeda, support the ANDSF, and give the Afghan people the opportunity to succeed as they stand on their own.

## **1.1 U.S. STRATEGY IN AFGHANISTAN**

The U.S. strategy in Afghanistan remains centered on working with NATO partners and the international community to provide financial and advisory support to the Afghan government to enable a well-trained, equipped, and sustainable ANDSF to provide security in Afghanistan; and continuing efforts to defeat the remnants of core al Qaeda and disrupt other extremist groups to ensure Afghanistan does not again become a safe haven for terrorist groups to plan and execute attacks against the United States, U.S. persons overseas, or allies and partners.

The U.S. and Afghan governments agree that the best way to ensure lasting peace and security in Afghanistan is reconciliation and a political settlement with the Taliban. Success of an Afghan-led peace process will require the Taliban and other armed opposition groups to end violence, break ties with international terrorist groups, and accept Afghanistan's constitution, including its protections for the rights of women and under-represented groups. In the meantime, developing ANDSF capabilities, Afghan security ministry capacity, and supporting Afghan leadership are critical to enabling the Afghan government to secure the country against a persistent insurgent threat.

## **1.2 U.S. OBJECTIVES IN AFGHANISTAN**

With support from the Afghan government and the Afghan people, U.S. forces are conducting two well-defined and complementary missions as part of OFS to achieve U.S. objectives and build upon the gains of the last 14 years.<sup>2</sup>

First, through OFS U.S. forces are continuing the counterterrorism mission against al Qaeda and its associates in Afghanistan to prevent its resurgence and external plotting against the homeland and U.S. targets and interests in the region. Second, in coordination with NATO Allies and Resolute Support partner nations, U.S. forces are conducting a TAA mission to continue building the capabilities and long-term sustainability of the ANDSF. The U.S. supports the institutionalization of ANDSF gains by conducting functionally based security force assistance (SFA) as part of the NATO RS mission. U.S. and coalition forces conduct TAA efforts at the ANA corps level, the ANP equivalent level, and with the Afghan security ministries to improve their ability to support and sustain the fighting force, and at the tactical level for special operations units and the AAF.

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<sup>2</sup> The United States commenced Operation Freedom's Sentinel on January 1, 2015; simultaneously the NATO-led Resolute Support mission began. Under OFS, USFOR-A contributes to both the RS mission and to the U.S. counterterrorism mission. Preceding OFS, U.S. forces had a direct combat role under Operation Enduring Freedom, which lasted from October 2001 until December 31, 2014, and coincided with the NATO-led International Security Assistance Force (ISAF) mission from December 2001 until December 31, 2014.

Approximately 9,800 U.S. military personnel remain in Afghanistan at the invitation of the Afghan government to achieve these objectives.<sup>3</sup> As the United States continues its efforts to give the Afghan people the opportunity to succeed as their government stands on its own, challenges to achieving a viable and stable political order remain. These include the ANDSF's need to continue improving while fighting an insurgency and the National Unity Government's need to govern effectively while managing sometimes disparate political constituencies.

Based on the requirements of the U.S. counterterrorism mission and RS objectives, the U.S. presence in Afghanistan will undergo a phased reduction over the next two years. On October 15, 2015, after a review of the 2015 fighting season by the Commander, Resolute Support and the National Security Council, President Obama announced that U.S. forces will maintain their current force posture of up to 9,800 military personnel through most of 2016. Additionally, rather than draw down to a normalized Kabul embassy-based presence by the end of 2016, the United States will maintain 5,500 military personnel at a small number of bases in Kabul and Bagram with regional outstations, including in Jalalabad in the east and Kandahar in the south. NATO Allies and RS operational partner nations will undergo a similar phased reduction in 2016 and may maintain a similar limited regional presence through a continued NATO mission.

The planned reduction to 5,500 military personnel will allow the United States to tailor TAA efforts to continue developing key ANDSF capabilities in areas such as aviation and special operations as well as maintain a U.S. capability to deter threats in the region. This refocused force posture will maintain U.S. efforts to increase the sophistication and sustainability of the ANDSF and provide the presence necessary to achieve U.S. objectives in countering the remnants of al Qaeda or other extremist groups. This posture reflects a consolidation of U.S. forces as well as those efficiencies gained by working with and sharing functions with NATO partners and the ANDSF.

### **1.3 U.S. COUNTERTERRORISM MISSION**

U.S. counterterrorism efforts remain focused on the defeat of al Qaeda and its associates, protecting U.S. forces, and preventing Afghanistan from becoming a safe haven for terrorists to plan attacks against the U.S. homeland and U.S. interests and partners. Counterterrorism efforts in Afghanistan have helped to ensure that there has not been another major attack against the U.S. homeland since September 11, 2001. However, the existence of other extremist groups in Afghanistan, such as the Islamic State of Iraq and the Levant – Khorasan Province, which could develop an interest in attacking U.S. persons, allies, and interests, requires a U.S. presence in the region that can continue to monitor and address threats, even as the United States builds an Afghan capability to deter terrorist exploitation of Afghan territory.

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<sup>3</sup> The U.S.-Afghanistan Bilateral Security Agreement (BSA), officially the “Security and Defense Cooperation Agreement between the United States of America and the Islamic Republic of Afghanistan,” establishes and defines the presence of U.S. forces in Afghanistan, and the NATO-Afghanistan Status of Forces Agreement (SOFA) establishes and defines the presence of the RS mission in Afghanistan. Both documents entered into force on January 1, 2015.

The U.S. counterterrorism mission complements the TAA mission to build the capacity of the ANDSF. Limited U.S. direct action, coupled with a stronger and increasingly capable ANDSF, will help preserve the security gains to date and contribute to a robust, enduring counterterrorism partnership.

As a matter of international law, the United States remains in an armed conflict against al Qaeda, the Taliban, and associated forces. U.S. forces may take appropriate action against individuals or groups that directly threaten U.S. and coalition forces or that provide direct support to al Qaeda. The United States continues to rely on the 2001 Authorization for the Use of Military Force (AUMF) and the President's constitutional authority as the Commander in Chief as its domestic legal basis for the use of force when required. Outside of the counterterrorism mission and limited enabler support to the ANDSF, U.S. forces no longer plan or conduct offensive combat operations, but do conduct operations designed to protect U.S. forces and personnel in the country.

The Special Operations Joint Task Force – Afghanistan (SOJTF-A) supports U.S. counterterrorism efforts by training, advising, and assisting the ASSF and accompanying them on certain operations. The ASSF will continue to conduct operations throughout the country using their growing organic capabilities to address both insurgent and transnational threats. The focus of SOJTF-A TAA efforts remains building the ASSF's capacity in logistics, command and control, intelligence analysis and sharing, aviation, and interoperability between the ASSF and conventional forces. Tactical-level advising of Afghan special operation units provides the opportunity for U.S. forces to assess the operational performance of those partner units to better shape future training and development.

## **1.4 NATO-LED RESOLUTE SUPPORT MISSION**

The NATO-led RS mission was launched on January 1, 2015, ending NATO's direct combat role and placing increased emphasis on building Afghan capacity in key capabilities and functions to sustain an effective fighting force. Furthering the gains of the ISAF mission, the RS mission focuses on training, advising, and assisting the ANDSF at the ANA corps, ANP equivalent, and at the ministerial levels to develop the capacity of the Afghan security ministries to support the force. The legal framework for the RS mission is provided by a Status of Forces Agreement (SOFA), which was signed in Kabul on September 30, 2014, and later ratified by the Afghan Parliament on November 27, 2014, before going into effect on January 1, 2015. The SOFA prescribes the terms and conditions under which NATO forces will be deployed in Afghanistan as part of the RS mission.

During the course of the RS mission, the size of the force will change according to shifts in mission phase in order to allow NATO Allies and partners to tailor advisory support and to redeploy troops and equipment no longer required to accomplish the mission. Given the change in the planned U.S. military footprint, the United States will continue to consult with NATO Allies and partners about the requirements of the RS mission or any follow-on NATO effort.

The RS mission is based on a limited regional TAA approach and is executed from geographic and functional (e.g. air) "spokes" at coalition train, advise, and assist commands (TAACs) in the

north, south, east, west, and the capital. In addition to a TAAC in Kabul, the central “hub” includes the RS Headquarters element, ministerial advisors, and two smaller Advise and Assist Cells (AAC). The United States, Germany, Italy, and Turkey serve as “framework nations,” with each nation leading a regional TAAC and responsible for coordinating support and capabilities within its respective command region. The regional TAACs persistently cover four of the six ANA corps as well as regional AUP and Afghan Border Police (ABP) headquarters. Operating out of Kabul, two AACs execute TAA efforts with the two uncovered ANA corps headquarters, the ANA 203<sup>rd</sup> and 215<sup>th</sup> Corps. The TAACs and AACs serve as the principal connections between the ministries and fielded forces. They play a central role in the coalition’s ability to assess the efficacy of its ministerial advising efforts, determine how well the ministries support ongoing ANDSF security operations, and provide an outer ring of sensors and security. In support of this mission and because key ANDSF capability gaps remain, U.S. forces continue to provide limited enabler support, primarily close air support, intelligence, surveillance, and reconnaissance (ISR); and medical evacuation (MEDEVAC).

As of November 2015, the RS mission was composed of troops from 40 nations (25 NATO Allies and 15 partner nations), consisting of 11,385 NATO and 1,725 partner personnel across 21 bases totalling 13,110 personnel (see Figure 1). The United States remains the largest force contributor in Afghanistan.

**Figure 1: Resolute Support Mission Troop Contributing Nations, as of November 2015\***

<b>Nation</b>	<b>Personnel</b>	<b>Nation</b>	<b>Personnel</b>
Albania	43	Latvia	23
Armenia	65	Lithuania	14
Australia	229	Luxembourg	1
Austria	10	Mongolia	233
Azerbaijan	94	Montenegro	14
Belgium	60	Netherlands	83
Bosnia & Herzegovina	53	New Zealand	8
Bulgaria	126	Norway	46
Croatia	106	Poland	113
Czech Republic	222	Portugal	10
Denmark	90	Romania	650
Estonia	4	Slovakia	39
Finland	82	Slovenia	7
Georgia	856	Spain	326
Germany	850	Sweden	27
Greece	4	FYR of Macedonia	39
Hungary	102	Turkey	509
Iceland	2	Ukraine	8
Ireland	7	United Kingdom	395
Italy	760	United States	6,800
* Numbers of personnel are approximate as they change daily.		<b>NATO</b>	11,385
		<b>Non-NATO</b>	1,725
		<b>Total</b>	<b>13,110</b>

## Functional Advising

The cornerstone of the RS mission is functionally based SFA,<sup>4</sup> an advisory effort focused on developing functions, systems, processes, and organizational development connected between the ministry and operational levels. Military and civilian advisors work with their Afghan counterparts on three levels of advising:

- **Level One:** Advisors work with their Afghan counterparts on a continuous, persistent (usually daily) basis from either an embedded footprint or in close proximity.
- **Level Two:** Advisors work with their Afghan counterparts on a less frequent basis (determined by commanders) to ensure their continued development. The frequency of this interaction varies based on the proximity to and capability of their Afghan counterpart, the threat level to advisors, and coalition resources.
- **Level Three:** Advisors are no longer co-located with their Afghan counterparts and train, advise, and assist their Afghan counterparts from a centralized location. Expeditionary advising packages and visits are planned and coordinated with Afghan counterparts to assist periodically in terms of operations and/or sustainment.

U.S. and coalition advisors focus the TAA mission within the Afghan security ministries on generating, employing, and sustaining capabilities within the ANDSF, with advising extending down to the ANA corps, ANP equivalent, and ABP headquarters levels. Whereas the previous ISAF mission had focused primarily on combat operations with a secondary focus on generating, training, and equipping the ANDSF and building ministry capacity, these capacity-building efforts are the main effort for RS. The RS mission focuses on eight essential functions (EF) and associated sub-functions in order to develop capable and sustainable Afghan security ministries and forces.

### *Essential Function 1: Plan, Program, Budget, and Execute*

EF 1 has three priorities: increase resource management capability within the ministries; build donor confidence and trust that the Afghan resource management process is transparent, accountable, and effective; and set conditions to sustain an effective ANDSF in the future. EF 1 advisors focus on the resource management and procurement departments within the MoD and the MoI, aiding them in developing the experience, leadership, and proper objectives prioritization. Resource management includes formulating a defense strategy, generating requirements by determining the products and services that need to be purchased to support that strategy, developing a resource-informed budget to meet prioritized requirements, executing a

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<sup>4</sup> Functionally based SFA is a term developed by ISAF in 2013 to describe its shift to a primary emphasis on capacity building as its combat mission was winding down. According to the *RS Security Force Assistance Guide 3.12*, SFA is defined as a unified action to generate, employ, and sustain local, host nation, or regional security forces in support of a legitimate authority. Fundamental guidance for joint forces conducting SFA is published in Joint Doctrine Note 1-13, *Security Force Assistance*, April 29, 2013. According to this document, SFA consists of “Department of Defense activities that contribute to unified action by the U.S. Government to support the development of the capacity and capability of foreign security forces and their supporting institutions” (Joint Publication 3-22, *Foreign Internal Defense*, July 12, 2010). The activities described as SFA, particularly the advisory effort focused on “essential functions,” are elements of security cooperation activities normally defined by NATO and DoD as defense institution reform and defense institution building.

spend plan by awarding contracts to purchase items from the budget, and monitoring the status of funds being spent. During this reporting period, advising efforts focused on enhancing resource management and procurement capability in accordance with Afghan laws, policies, and regulations.

### ***Essential Function 2: Transparency, Accountability, and Oversight***

Ensuring third-party oversight of the planning, programming, budgeting, and execution process is an international community-stipulated requirement for continued funding. EF 2 advisors work with the MoD and the MoI to help improve internal controls, as well as maintain accountability and oversight to improve transparency. This affects oversight of Afghan financial and non-financial processes, including fuel and salaries. CSTC-A continues to administer measures, such as financial commitment letters that establish performance expectations and implement internal controls over all aspects of resource management, to ensure the Afghan government's proper use of funds from the United States and international donors. In November 2015, EF 2 combined with EF 3 under one lead general officer to create a more efficient staff process while maintaining current TAA efforts and objectives conducted under both EFs.

### ***Essential Function 3: Civilian Governance of the Afghan Security Institutions and Adherence to Rule of Law***

An ANDSF that operates effectively and respects human rights is central to the U.S. strategy in Afghanistan, as these traits are integral to a professional ANDSF's ability to provide security, retain public support, and instill confidence in Afghanistan's institutions of governance. EF 3 advisors work with the MoD and the MoI to help ensure the ANDSF respect and adhere to the rule of law and operate in accordance with Afghanistan's constitution, domestic laws, and international obligations. Efforts focus primarily on preventing and responding properly to GVHRs, such as extra-judicial killings, and significant acts of corruption. RS advisors continue to engage with all levels of ANDSF leadership to reinforce the importance of preventing and responding to GVHRs and all types of human rights violations – not only to maintain long-term viability, but also to retain U.S. and coalition assistance to the ANDSF.

In September 2015, after allegations that U.S. forces had followed a U.S. Department of Defense (DoD) policy to ignore the sexual abuse of children by the ANDSF, DoD made clear that no such policy ever existed. DoD condemns sexual abuse of any kind and expects U.S. forces to take appropriate action when confronted with violations of human rights and criminal behavior, to include sexual abuse. Commander, Resolute Support, reissued guidance to all U.S. and coalition forces in Afghanistan that any suspicions of sexual abuse be reported immediately through the chain of command to allow RS to engage with the appropriate Afghan authorities. President Ghani similarly condemned the behavior and stated that he will thoroughly investigate all allegations of child sexual abuse and administer justice to perpetrators appropriately.

### ***Essential Function 4: Force Generation***

EF 4 advisors work with the MoD and the MoI to build combat power through recruiting, training, retaining, managing, and developing a professional security force. The ANA and ANP

utilize the Afghan Human Resource Information Management System (AHRIMS) to store human resources information, track recruits, record training, and assign qualified personnel into needed assignments based on force requirements. The force generation TAA mission is grounded in an interconnected and mutually supportive five-fold effort: recruit, train, retain, manage, and develop. These five focus areas help the ANDSF build a more professional force.

#### ***Essential Function 5: Sustain the Force***

EF 5 advisors work to help the ANDSF sustain combat power through maintenance, medical support, and logistics systems. EF 5 is divided into three parts. First, advisors assist the ANP and ANA in logistics and maintenance of vehicles, equipment, and weapons predominantly at the corps and national levels. Second, advisors assist the ANP and ANA on points of injury care, ground medical evacuation, medical logistics, equipment maintenance, medical support planning, and medical staffing. Third, advisors assist in the fields of communications, information, and infrastructure to develop a sustainable communications network.

#### ***Essential Function 6: Plan, Resource, and Execute Effective Security Campaigns***

EF 6 advisors work to help the ANDSF effectively employ combat power in support of the Afghan government. It is divided into two parts: strategic planning and policy, and execution and employment of the force. In support of developing strategic planning and policy, advisors assist with strategic planning efforts at the Office of the National Security Council (ONSC), the MoD, and the MoI. These efforts are designed to develop the capability of the MoD and the MoI to coordinate, plan, and execute in support of national-level objectives while strategic guidance and objectives are in turn translated into operational and seasonal plans supported by effective security campaigns.

#### ***Essential Function 7: Develop Sufficient Intelligence Capabilities and Processes***

EF 7 advisors work to help the ANDSF develop and integrate intelligence into operations. Advisors work with several organizations, including the Assistant Ministry of Defense for Intelligence, the ANA General Staff (GS) Intelligence Directorate, the MoI Directorate of Police Intelligence (DPI), and the National Threat Intelligence Center, also known as the *Nasrat*. The goal of this effort is to ensure that the ANDSF collect, process, analyze, and disseminate intelligence effectively and integrate intelligence into combat operations. RS intelligence advisors work at the national and regional levels to help Afghan intelligence capabilities mature. Additionally, advisors assist the ANP and ANA intelligence schools in developing a cadre of instructors to train future intelligence personnel. Advisors also work with analysts to help prepare estimates in support of military and policing plans and strategies.

#### ***Essential Function 8: Maintain Internal and External Strategic Communication Capability***

EF 8 advisors work with the Afghan government to counter insurgent messaging and offer a positive narrative to the Afghan people and the international community. Efforts seek to help Afghan partners speak with one consistent voice, both within their own organizations and externally. Afghan communication capabilities continue to improve, but challenges remain.



Advisors focus on bridging gaps and overcoming challenges to improved communications within the Afghan security ministries and forces while continuing to reinforce successes and look for opportunities to improve.

### ***Resolute Support Gender Office***

The RS Gender Office seeks to train, advise, and assist Afghan leadership to ensure that an appropriate gender perspective is incorporated into planning for all policies and strategies within the security ministries and through implementation at the ANA corps and ANP equivalent levels. Gender issues cross all EFs; therefore, advising in this area is not restricted to one EF.

The Afghan constitution guarantees equal rights to men and women and recognizes the importance of empowering women within Afghan society.<sup>5</sup> The RS Gender Office provides support to the Afghan Government as it implements this constitutional guarantee and Afghanistan's National Action Plan on UN Security Council Resolution 1325 (UNSCR 1325), which addresses the inordinate impact of war on women. UNSCR 1325 and the National Action Plan also address the pivotal role women should and do play in conflict management, conflict resolution, and sustainable peace.

Since 2001, Afghanistan has seen significant improvements in life expectancy, education levels, maternal and infant mortality, voting rights, and overall participation by women in Afghan society, particularly when compared to the status and treatment of women under the Taliban's rule. Nevertheless, although larger urban areas such as Kabul, Herat, and Mazar-e-Sharif have demonstrated modest progress in terms of women's rights, many parts of rural Afghanistan remain extremely conservative and actively oppose any initiatives to improve the status of women within the community. Moreover, a range of historical, institutional, cultural, and religious barriers continue to hinder female representation and influence within the ANDSF. Despite some progress, many women in the ANP and ANA, as well as their family members, receive threats and are subject to harassment. Mitigating these challenges and finding innovative ways to increase the representation of women in the ANDSF are key objectives for the RS mission.

Afghan-developed policy and strategy documents for both the MoI and MoD published in 2010 set a goal of women comprising 10 percent of all ANP and ANA uniformed positions by 2020. In early 2015, the RS Gender Office determined that these goals were unachievable given current recruitment and retention rates and limitations on annual training capacity for women.<sup>6</sup> Instead, the RS Gender Office now aims to have 5,000 uniformed women in the ANA and 10,000 uniformed women in the ANP by 2025. This adjustment from a percentage of the total force to specific targets for the ANA and ANP reflects the expectation that the overall ANDSF *tashkil*<sup>7</sup> may change over time and allows for more focused advisory efforts.

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<sup>5</sup> The Constitution of Afghanistan (2004). Available at: <http://www.afghanembassy.com.pl/cms/uploads/images/Constitution/The%20Constitution.pdf>.

<sup>6</sup> Women live and work in segregated facilities during their training.

<sup>7</sup> *Tashkil* means "organization" in Dari and refers to the official list of personnel and equipment requirements used by the MoD and MoI to detail authorized staff positions and equipment items for each unit.

## **1.5 INDICATORS OF EFFECTIVENESS**

Within the RS organization, a U.S. or coalition general officer or a member of the DoD Senior Executive Service is typically the lead for each of the eight EFs. All EF advisors, whether at the corps, institutional, or ministerial level, are aligned under an EF lead to unify advisory efforts at all echelons. While working to improve performance throughout the Afghan security ministries, RS advisors focus their efforts on building a self-sustainable, effective, affordable, and credible ANDSF that is capable of maintaining security in Afghanistan under responsible and efficient Afghan security ministries.

Assessments of ministry progress are built around the completion of mutually agreed processes, or outcomes, with the associated ministry. Each EF lead is accountable for progress in ministerial development through actions identified in a program of actions and milestones (PoAM). Each PoAM is developed by the EF lead in conjunction with Afghan counterparts in the associated ministry and consists of five categories of information: essential function, system, organization, process, and action. Annex A lists the most recent PoAMs used by each EF lead to assess capability development progress.

Each EF lead identifies critical processes to develop milestones to measure progress across the eight EFs. These processes are completed over time by the execution of a series of supporting actions, or tasks, that achieve the desired effect or preclude undesired effects. Progress toward each milestone depends on the progress made within each of the listed actions or tasks.

Ministerial progress toward actions and milestones is evaluated through a sequential five-stage system that reflects the degree to which Afghan systems are in place, functioning, and being used effectively. All processes and their associated series of actions listed in each EF PoAM are rated against a five-stage capability and effectiveness scale listed below in Figure 2.

**Figure 2: Program of Actions and Milestones Capability and Effectiveness Scale**

Rating	Meaning	Description
1	Scoped and Agreed Upon	The scope of the specific action has been agreed with the relevant Afghan organization.
2	Initiated	The relevant Afghan organization has commenced work on the specific action defined in the PoAM.
3	Partially Capable/Effective	The relevant Afghan organization has completed or almost completed the work on the specific action defined in the PoAM and the result is considered as being partially effective.
4	Fully Capable/Effective	The relevant Afghan organization has completed the work on the specific action defined in the PoAM and the result is considered as being fully effective; however may still require some coalition forces support.
5	Sustaining Capability	The relevant Afghan organization has completed on the specific action defined in the PoAM and the result is considered as being sustainable such that no further coalition force support is required.

The last three stages are based on the subjective assessment of the EF lead. A milestone is not considered “fully capable” or “effective,” level four, until all associated actions have achieved that level of progress. The final stage, “sustaining capability” indicates that Afghan systems are in place, functioning, and being used effectively and that the associated processes will be carried forward by Afghans without any advising or other coalition involvement. Each EF directorate maintains and updates their PoAM assessments using the tracking methodology maintained by the RS SFA Center, which is responsible for the integration, coordination, management, and synchronization of functionally based SFA across the coalition.

In addition to the indicators of effectiveness for the EF-lead advising, the regional TAAC commanders account for their TAA efforts at the ANA corps and ANP equivalent level headquarters through the Monthly ANDSF Assessment Report (MAAR). The MAAR assesses ANA and ANP capability in warfighting functions and the five functional pillars of leadership, combined arms operations, command and control, personnel and training, and sustainment<sup>8</sup> that align with the respective EFs. As of July 2015, RS uses the MAAR to assess the ANA corps, 111<sup>th</sup> Capital Division, AAF, ANP regional and provincial Type A headquarters, ABP headquarters, and various ASSF pillars. Similar to the PoAMs, there are five capability/effectiveness ratings for the MAAR (see Figure 3).

<sup>8</sup> *Leadership* is the ability of the commander and subordinate leaders (including staff primaries) to demonstrate a mastery of their functional area; and provide purpose, direction, and motivation to accomplish all assigned tasks and missions while being accountable for their actions and responsibilities. *Combined arms operations* is the ability to field and integrate new systems and develop the capability to bring all available forces, assets, and enabler systems to bear effectively. *Command and control* is the exercise of authority and direction by a properly designated commander over all assigned and attached forces in the accomplishment of a mission. *Personnel and training* is the ability to conduct individual and collective mission-focused training, institutional training, and to assess and maintain proficiency on all critical tasks. *Sustainment* is the ability to sustain training and operational missions independently.

**Figure 3: Monthly ANDSF Assessment Report Capability Rating Definition Levels**

Rating	Meaning	Description
1	In Development	Tasks/milestones (conditions) scoped and agreed to between advisors/advisees; efforts to develop baseline capability and measures in progress, but not complete.
2	Partially Capable	Baseline design to achieve capability and associated measures initiated by ANDSF unit; plan to move forward is sound and ready for implementation.
3	Capable	Development conditions in progress/incomplete; ANDSF unit is partially capable/effective. Measures have been designed and partially implemented, but are neither fully operational nor adequately effective. Conditions can be achieved by the end of RS; advising will continue.
4	Fully Capable	Developmental conditions nearly achieved/incomplete. ANDSF unit fully capable but still requires attention to improve effectiveness and to solidify the day-to-day use of processes and systems that will lead to sustaining capability. Condition on track to be achieved by the end of RS; advising will continue.
5	Sustainable	Condition fully achieved. ANDSF unit possesses requisite capabilities and actively employs them effectively, taking time to refine and improve associated processes and systems as needed to drive continued growth/progress. Advising will only continue on this effort as requested by ANDSF counterparts and as opportunity and resources permit.

Advisors at all echelons deliver their assessments of progress through the SFA Center, which then synthesizes them into an overarching assessment of the ministry and Afghan security force as it relates to the campaign plan. The analysis is conducted through a series of weekly, monthly, and quarterly assessments, based on EF milestones. Due to changes in the operating environment, the EF offices continually refocus advising plans and associated milestones and reassess expected MoD and MoI capacity appropriately.

## **SECTION 2 – THREAT ASSESSMENT**

Afghanistan faces a continuing threat from both the Afghan insurgency and extremist networks, including the Taliban, the Haqqani Network, and to a lesser extent al Qaeda, and other insurgent and extremist groups, which continue to attempt to reassert their authority and prominence. During the reporting period, the ANDSF prevented the insurgency from gaining lasting control of key terrain through both defensive and offensive operations. Although some checkpoints and district centers were temporarily seized, insurgents failed to achieve their strategic objectives for the fighting season with the notable exception of the Taliban briefly seizing the provincial center in Kunduz in late September and early October 2015. However, even in Kunduz, the ANDSF, with coalition assistance, were able to re-take the city only days after the Taliban's initial attack.

Pervasive insurgent, terrorist, and criminal networks constitute a threat to Afghanistan's stability. Revenue from opium trafficking continues to sustain the insurgency and Afghan criminal networks. Additionally, some areas of Afghanistan have seen an increase in extortion and kidnappings by low-level criminal networks.

The Afghanistan-Pakistan border region remains a sanctuary for various groups, including al Qaeda, the Haqqani Network, Lashkar-e Tayyiba, Tehrik-e-Taliban Pakistan, the Islamic State of Iraq and the Levant – Khorasan Province, and the Islamic Movement of Uzbekistan. These extremist sanctuaries remain a security challenge for both Afghanistan and Pakistan and pose a threat to regional stability.

### **2.1 IMPORTANCE OF AFGHANISTAN-PAKISTAN RELATIONS**

The Afghan government's relationship with Pakistan remains a critical aspect of enhancing security and stability in Afghanistan. Since the beginning of President Ghani's tenure, leaders from both countries have made a concerted effort to improve relations and better address mutual security interests. Although there was modest improvement in the relationship and a sense of rapprochement early in 2015, several events have cooled progress. Bilateral tensions have increased over the last six months due to a series of high-profile attacks in Kabul in August 2015, an increase in cross-border firing incidents between the ANDSF and the Pakistani military throughout the late summer and early fall, and a Tehrik-e-Taliban Pakistan attack against a Pakistani Air Force base in Peshawar in September 2015.

Despite these challenges, Afghanistan and Pakistan have maintained regular contact at the most senior levels of government and in the military and RS advisors continue to leverage the ability of the coalition to encourage more robust bilateral communication at all levels. This is especially important as Pakistani military clearing operations in the Federally Administered Tribal Areas (FATA) have increased militant presence in Afghanistan, requiring greater transparency and cooperation among RS and the Afghan and Pakistani militaries. For instance, through the RS Tripartite Joint Operations Center, Afghan and Pakistani liaison officers meet monthly at the one-star level. In addition, during this reporting period, ANDSF and Pakistani military officials conducted meetings at the corps commander-level to discuss reestablishing Joint Border

Coordination Centers to enhance tactical-level coordination, which has decreased since the ANDSF assumed full security for Afghanistan.

In early July 2015, Pakistan hosted a meeting between Afghan government officials and members of the Taliban to discuss reconciliation. Although participants agreed to continue talks to create an environment conducive to peace and reconciliation, a subsequent round of talks is yet to take place. During Pakistani Prime Minister Nawaz Sharif's visit to Washington, D.C., in October 2015, both he and President Obama called on Taliban leaders to enter into direct talks with Kabul and work toward a sustainable peace settlement.

## **2.2 CURRENT SECURITY CONDITIONS**

In their first fighting season against an Afghan-led counterinsurgency, the Taliban-led insurgent threat remains resilient. Fighting has been nearly continuous since February 2015. As a result, both ANDSF and Taliban casualties increased during the reporting period and 2015 overall when compared to the previous reporting period and 2014 respectively. The levels of violence in typical insurgent strongholds, such as Helmand and Kandahar, were as expected, but the ANDSF were also forced to confront insecurity at a higher level than expected in other parts of the country, such as Kunduz.

The Afghan government retains control of Kabul, major transit routes, provincial capitals, and nearly all district centers. The ANDSF are generally capable and effective at protecting the major population centers, or not allowing the Taliban to maintain their hold for a prolonged period of time. At the same time, the Taliban have proven capable of taking rural areas and contesting key terrain in areas such as Helmand while continuing to conduct high-profile attacks (HPA) in Kabul. From January 1 to November 16, 2015, there were 28 HPAs in Kabul, a 27 percent increase compared to the same time period in 2014. These attacks achieve one of the Taliban's main objectives of garnering media attention and creating a sense of insecurity that undercuts perceptions of the Afghan government's ability to provide security.

The increase in violence over the reporting period, and the fighting season overall, when compared to last year was reflected in public perceptions of security as well. According to recent polling, only 28 percent of Afghans say that security in their local area is good compared to 35 percent during the same time period in 2014 and 45 percent in 2013.<sup>9</sup>

### **Threats from Insurgent and Terrorist Groups**

Collectively, terrorist and insurgent groups continue to present a formidable challenge to Afghan, U.S., and coalition forces. In 2015, the insurgency modified its tactics, launching direct attacks against ANDSF checkpoints and smaller garrisons to test the responsiveness of Afghan and coalition forces. However, the overall capability of insurgents remained static while the ANDSF furthered their ability to execute effective operations and U.S. and Pakistani counterterrorism pressure degraded terrorist groups.

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<sup>9</sup> Afghanistan Nationwide Quarterly Assessment Research (ANQAR) Survey, Wave 29, September 2015.

Following Pakistani military operations in North Waziristan, many foreign fighters, including some al Qaeda leaders, were displaced into Afghanistan. Al Qaeda activities remain focused on survival, regeneration, and planning and facilitating future attacks; they remain a threat to the United States and its interests. The organization has a sustained presence in Afghanistan primarily concentrated in the east and northeast.

The resilient Taliban-led insurgency remains an enduring threat to U.S., coalition, and Afghan forces, as well as to the Afghan people. Since the July 2015 announcement of former Taliban leader Mullah Omar's death in 2013, Mullah Mansour appears to have largely consolidated his position as emir, and those disagreements that do persist among senior leadership do not immediately threaten the Taliban's operational capability. Nonetheless, the extent to which Mansour will be able to silence internal dissent remains to be determined.

During the reporting period, insurgents had to contend with independent and advised ANDSF offensive and counter-offensive operations, as well as Pakistani military operations that likely disrupted some Pakistan-based insurgent sanctuaries. Additionally, although the insurgency mounted larger coordinated attacks, they were generally overmatched when engaged by the ANDSF. The insurgents could not capture or destroy well-defended targets and were unable to hold key terrain for extended periods of time. Nevertheless, the Taliban-led insurgency remained determined, maintained or consolidated its influence in traditional rural strongholds, dominated the information space, and carried out attacks with an increased frequency compared to a year ago.

Over the last six months, the Taliban conducted attacks across the country including checkpoint overruns and coordinated attacks in Kandahar, Helmand, Faryab, Uruzgan, Ghazni, and provinces surrounding Kabul. The Taliban suffered significant casualties and, with the exception of temporarily seizing Kunduz city, were unable to accomplish their major strategic and operational objectives for fighting season 2015. Although the Taliban briefly occupied the provincial capital of Kunduz, they were unable to hold the territory for an extended period of time. The Taliban did, however, prove adept at executing attacks and threatening rural districts throughout the entirety of the fighting season, forcing the ANDSF into a more reactive rather than proactive posture. Insurgents continued to emphasize high-profile attacks against soft targets – particularly in Kabul – to undermine perceptions of improved security and to decrease public confidence in the Afghan government. These HPAs garnered considerable media attention, while requiring minimal resources and entailing little risk; of note are the four insurgent attacks in Kabul between August 7 and 10, 2015. These attacks gained both national and international attention and caused major public outcry due to the short timespan in which they occurred and the high number of civilian casualties.

Many Taliban fighters suffered from acute resource shortfalls during 2015 and lower-level Taliban fighters continued to fight and die at high rates while their senior leaders remained in safe havens in Pakistan. The absence of coalition combat units on the battlefield has also weakened one of the principal propaganda lines for the Taliban's armed struggle: that they seek to rid Afghanistan of "malevolent foreign influences." They are now fighting almost exclusively against fellow Afghans.

Of the groups involved in the Taliban-led insurgency, the Haqqani Network remains the greatest threat to U.S., coalition, and Afghan forces and continues to be the most critical enabler of al Qaeda. Haqqani Network leader Siraj Haqqani's elevation as Taliban leader Mullah Mansour's deputy has further strengthened the Haqqani Network's role in the Taliban-led insurgency. The Haqqani Network and affiliated groups share the goals of expelling U.S. and coalition forces, overthrowing the Afghan government, and re-establishing an Islamic Emirate of Afghanistan. Similar to the previous reporting period, the Haqqani Network led the insurgency in the eastern Afghan provinces of Paktika and Khost, and demonstrated the capability and intent to support and launch high-profile, complex attacks across the country and in the Kabul region. Pakistani military operations early in 2015 caused some disruption to the Haqqani Network; however, it has still been able to plan and conduct attacks. During this reporting period, U.S. and Afghan special operations forces increased security operations against the Haqqani Network and disrupted several dangerous threat streams that sought to inflict significant casualties against U.S., coalition, and Afghan personnel, particularly in Kabul.

The Islamic State of Iraq and the Levant – Khorasan Province has progressed from its initial exploratory phase to a point where they are openly fighting the Taliban for the establishment of a safe haven, and are becoming more operationally active. IS-KP has successfully seized pockets of terrain from the Taliban in Nangarhar Province. The group claimed an improvised explosive device (IED) attack against a UN vehicle in September 2015 and conducted its first attack against the ANDSF later that month when it attacked as many as 10 checkpoints in the same day in Achin district, Nangarhar. The group continues to recruit disaffected Taliban and formerly Taliban-aligned fighters, most notably the Islamic Movement of Uzbekistan, which publically declared allegiance to IS-KP in August 2015. IS-KP has not yet conducted an attack against RS forces, although the group's recruitment of experienced fighters and commanders could increase its capability to do so over at least the next year.

## Security Trends

The number of effective enemy-initiated attacks<sup>10</sup> from January 1 to November 30, 2015 – that is, attacks that resulted in casualties – increased by approximately 4 percent when compared to the same period in 2014 (see Figure 4).<sup>11</sup> The total number of effective enemy-initiated attacks hovered around 1,000 per month during the reporting period before decreasing in September 2015. This increase in the number of effective enemy-initiated attacks is consistent with an

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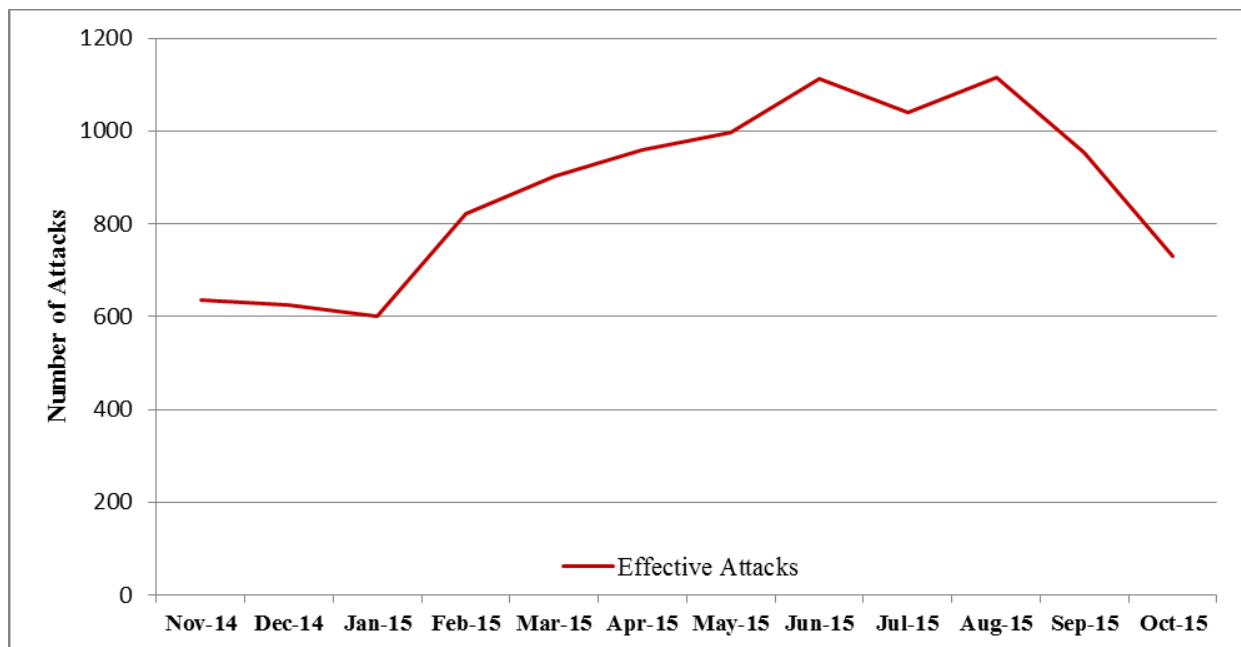
<sup>10</sup> *Security incidents* comprise all enemy action including enemy-initiated direct fire (DF) and indirect fire (IDF), such as mortar, rocket, and artillery; surface-to-air-fire (SAFIRE) and explosive hazard events including executed attacks (IED explosion, mine strike); and potential or attempted attacks (IEDs or mines found and cleared, premature IED detonations, and IED turn-ins). Security incidents do not include friendly action, e.g. direct fire and indirect fire that are initiated by friendly forces. Enemy-initiated attacks are a subset of security incidents. They comprise only executed attacks, namely enemy-initiated DF, IDF and SAFIRE, as well as explosive hazards, e.g. IED explosions and mines strikes. No friendly action is included. Effective attacks result in combat-related non-insurgent casualties (killed-in-action or wounded-in-action). *Effective* enemy-initiated attacks are a subset of all reported enemy-initiated attacks.

<sup>11</sup> Due to a change in data quality, the Commander, Resolute Support has noted that the number of effective enemy-initiated attacks is the most representative metric of overall security conditions rather than the total number of reported security incidents. This change in reporting metrics for security trends is indicative of the challenges associated with the coalition's increasing reliance on the ANDSF for nearly all types of reporting data.



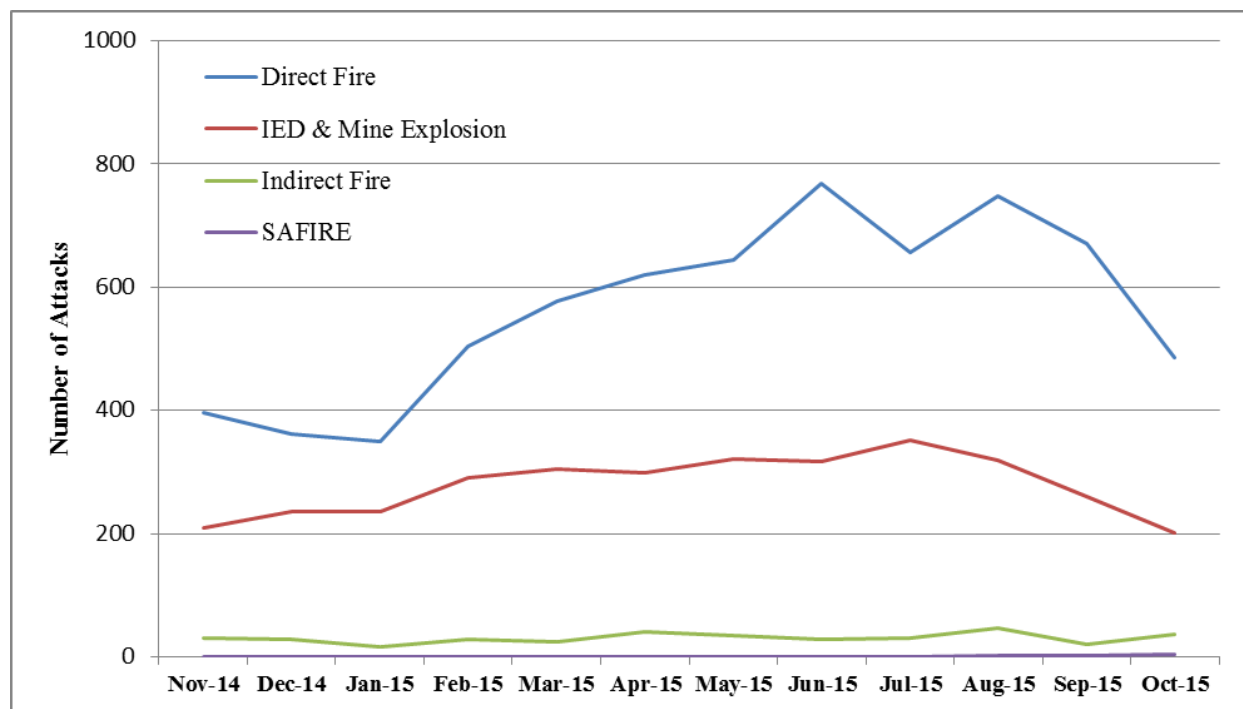
increase in the number of ANDSF and civilian casualties over the reporting period, with an overall upward trend over the last two years.

**Figure 4: Effective Enemy-Initiated Attacks**



Direct fire remains the leading type of insurgent attack by a wide margin followed by IED and mine explosions (see Figure 5). Indirect fire such as mortars, rockets, and artillery and surface-to-air fire continue to be infrequently utilized insurgent tactics. Although IED and mine explosions are less than half of the number of total attacks, this tactic typically gains more media attention, particularly when conducted as a high-profile attack via either a person-borne or vehicle-borne IED in a population center. Consistent with the previous reporting period and the overall trend since the transition to the RS mission, very few effective enemy-initiated attacks involved coalition or U.S. forces.

**Figure 5: Effective Enemy-Initiated Attacks by Type**



The coalition relies almost exclusively on ANDSF reporting for all metrics including security incidents and effective enemy-initiated attacks.<sup>12</sup> While the data collected and compiled by the ANDSF is still considered useful and is consistent with UN reporting and other sources, coalition analysts continue to refine metrics to assess the security situation accurately.

### **U.S. Casualties and Insider Attacks**

Since the beginning of U.S. operations in Afghanistan in October 2001, 1,836 U.S. military personnel have been killed-in-action (KIA) and 20,094 wounded-in-action (WIA) as of November 30, 2015.

Although OFS and RS are designed as non-combat missions, conducting counterterrorism operations and training, advising, and assisting the ANDSF still entails risks to U.S. forces. During the reporting period, there were 12 U.S. military fatalities and 40 U.S. military WIA. Of the 12 military fatalities 3 were caused by enemy-initiated attacks and considered KIA. On August 26, 2015, an ANA soldier claimed the lives of two U.S. airmen in an insider attack (also known as a “green-on-blue” attack), the other U.S. KIA was the result of enemy small arms fire at a base in Kabul earlier in August. The remaining 9 U.S. military fatalities were from separate

<sup>12</sup> Reports on security incidents and effective enemy-initiated attacks are often delayed by several weeks due to translation and long reporting timelines through the ANDSF chain of command. In addition, ANDSF units frequently do not report insurgent attacks that do not result in casualties such as indirect fire or attempted IED explosions that do not wound or kill ANDSF personnel.

helicopter and C-130 crashes in October 2015 and an additional non-hostile death in September 2015.

Force protection remains a top priority for RS leadership. Although the number of insider attacks continues to decline from the peak in 2012, coalition advisors are at risk as they train Afghan forces. Insider attack risk mitigation measures include the employment of “guardian angels,” coalition personnel whose sole responsibility is providing security during engagements with the ANDSF; vetting processes for ANDSF personnel within the Afghan security ministries; and enhanced force protection measures as directed by the Theater Force Protection Standard Operation Procedure (SOP) and the Mitigation of the Insider Threat SOP.

Given the reduced number of insider attacks, coalition advisors assess that current force protection measures have been successful in limiting the number of insider attacks, though it is impossible to mitigate all risk to U.S. personnel. Investigation and analysis of insider attacks will continue to shape the coalition’s approach to mitigating the insider threat. RS Headquarters continues to employ Joint Casualty Assessment Teams following insider attacks; these teams seek to determine the causes of the attack quickly, wherever possible, and to identify any lessons learned for immediate dissemination throughout the battlespace. The Joint Casualty Assessment Team report is the foundation for a more in-depth analyses conducted by the Insider Threat Assessment Board to determine causation, motivation, and additional lessons learned.

Afghan security forces also remain at risk for insider attacks from within their own forces (otherwise known as “green-on-green” attacks). RS advisors continue to engage both the MoD and the MoI on the requirement for formal personnel screening to be included in official policy at the national level.

## **Civilian Casualties**

The United Nations Assistance Mission in Afghanistan (UNAMA) conducts comprehensive civilian casualty reporting as part of their efforts to encourage all parties to the conflict to take robust and meaningful measures to protect the civilian population. UNAMA compiles its figures from site visits by locally employed staff who speak with victims, witnesses, and local leaders. Although the most recent UNAMA data available is from the first half of 2015, this data and these trends are consistent with other available sources of civilian casualty information for the reporting period.

UNAMA documented 4,921 civilian casualties (1,592 civilians deaths and 3,329 injured) in the first six months of 2015. This amounts to a one percent increase in overall civilian casualties, with a six percent decrease in civilian deaths and four percent increase in the number injured, as compared to the first six months of 2014.<sup>13</sup> UNAMA attributed the rise in the overall number of civilian casualties from January through June 2015 to an increase in complex<sup>14</sup> and suicide

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<sup>13</sup> United Nations Assistance Mission in Afghanistan, *2015 Midyear Report on the Protection of Civilians in Armed Conflict*, August 2015.

<sup>14</sup> The UNAMA definition of “complex attack” is a deliberate and coordinated attack which includes a suicide device, more than one attacker, and more than one type of device (e.g. IED and mortars). All three elements must be present for an attack to be considered complex.

attacks and to deliberate and targeted killings by insurgents. Ground engagements and IEDs continue to be the two leading causes of civilian casualties.

From January 1, 2015, to June 30, 2015, UNAMA attributed approximately 15 percent of Afghan civilian casualties to the ANDSF and 70 percent to the insurgents. RS figures place insurgent-caused civilian casualties and ANDSF-caused casualties at 90 percent and approximately 2 percent respectively. The Office of the National Security Council is coordinating an inter-ministerial policy to reduce civilian casualties including partnering with UNAMA and the non-governmental organization Civilians in Conflict to implement training programs for the ANDSF and the population. The Afghan government will also assume responsibility for leading a quarterly Civilian Casualty Assessment Board in 2016. Coalition TAA efforts will continue to work to professionalize the ANDSF to help reduce civilian casualties.

On October 3, 2015, a U.S. military airstrike to support Afghan special operations forces on the ground in Kunduz city struck a *Médecins Sans Frontières* (also known as Doctors Without Borders) trauma center. The U.S. investigation determined that this tragedy resulted in the death of 30 staff, patients, and assistants; the injury of 37 others; and was the direct result of human error, compounded by systems and procedural failures. The investigation also included specific recommendations relating to these failures and to personnel to ensure U.S. forces avoid repeating the mistakes that led to this tragic event.

## **2.3 ANTICIPATED SECURITY CONDITIONS**

The stability of the Afghan government and the performance of the ANDSF during 2015 and going into 2016 will have a significant impact on the future threat environment in Afghanistan. Collectively, terrorist and insurgent groups will present a formidable challenge to Afghan forces as these groups strive to maintain their relevance and prominence throughout the winter months. Both Taliban and ANDSF operations are expected to continue throughout the winter but likely at a lower intensity. The insurgency's strategy will continue to be to exploit vulnerabilities in ANDSF force posture by conducting massed attacks against checkpoints, stretch the reach of the ANDSF into rural areas, isolate areas by staging smaller attacks in the surrounding areas, and impede ground lines of communication ahead of attacks against district or provincial centers.

The Taliban-led insurgency has likely been emboldened by the coalition's transition from direct combat operations to a TAA role and the accompanying reduction of coalition combat enablers. As a result, the Taliban will continue to test the ANDSF aggressively in 2016. The Taliban will likely try to build momentum from their countrywide attack strategy of 2015 and ascertain the limitations of the RS mission. Insurgents will focus on traditional areas of operation, such as in Helmand and Kandahar, while also demonstrating their influence throughout all of Afghanistan with sporadic HPAs and attacks in areas across the north and east and in Kabul. Most insurgent-initiated violence will likely occur away from populated areas. Complex and high-profile attacks will likely continue through the winter and into the next fighting season; and the Taliban will continue to portray localized, temporary tactical successes as strategic victories through the media.

Strong ANDSF performance will have a positive impact on any potential reconciliation efforts and on the Taliban will to fight. Although it is unlikely that the Taliban will be able to defeat the ANDSF on the battlefield in 2016, countering insurgent propaganda will remain a challenge as the insurgents advertise the perceived “inevitability” of their victory.

U.S. and RS leaders will continue to monitor the potential threat of an established ISIL presence in Afghanistan. The Afghan government is particularly concerned about the rise of IS-KP, which they see as a serious looming threat in the region as part of what President Ghani has referred to as the “ecology of terror.” IS-KP represents an emergent competitor to other violent extremist groups that have traditionally operated in Afghanistan; this may result in increased violence among the various extremist groups in 2016.

The U.S. and Afghan partnered operation against an al Qaeda training camp in Kandahar in October 2015 demonstrates the importance of continued counterterrorism efforts against al Qaeda as they seek to reconstitute their strike capabilities against Western targets. Al Qaeda and al Qaeda in the Indian Subcontinent will continue their efforts to avoid and outlast counterterrorism pressure and rebuild support networks and planning capabilities. The ANDSF still require assistance and support to conduct operations against al Qaeda. It will be critical that, in coordination with Afghan partners, U.S. comprehensive counterterrorism efforts continue to apply pressure against al Qaeda in order to prevent its regeneration as future U.S. counterterrorism operations in Afghanistan will be affected by the threats and requirements in Afghanistan and around the world.

## **SECTION 3 – OVERVIEW OF THE AFGHAN NATIONAL DEFENSE AND SECURITY FORCES**

ANDSF performance over the entire fighting season and the last six months has been uneven and mixed. The ANDSF have demonstrated a growing capability to plan and execute large-scale offensive operations while, as expected, significant challenges remain in the areas of ANDSF leadership, combat enablers, logistics and sustainment, and ministerial capacity. Following successful ANDSF cross-pillar<sup>15</sup> offensive operations in southern and eastern Afghanistan early in the 2015 fighting season, many of the known and persistent challenges and shortfalls became increasingly evident as the Afghan government reacted to Taliban offensives. These shortfalls and challenges hampered ANDSF execution of planned offensive operations and effectively stalled the campaign plan for the second half of 2015 and the corresponding operational initiative. The ANDSF have demonstrated resolve and great resilience, and continue to apply lessons learned from their first year fully responsible for the security of Afghanistan.

An elevated operational tempo this year contributed to significantly higher ANDSF casualties. From January 1 through November 15, 2015, there was a 27 percent increase in ANDSF casualties compared to the same period last year. Coalition advisors and ANDSF leadership are focused on reversing this trend through an increased emphasis on proper training, equipping, casualty treatment, and CASEVAC<sup>16</sup> operations.

The Taliban offensives in Helmand and Kunduz demonstrate that the ANDSF remain reactive. This allows the Taliban to foster the impression that the ANDSF cannot control key population centers. Even when the ANDSF are able to regroup and reclaim key population centers and symbols of Afghan governance, this undermines public confidence that the government can protect the Afghan people and overshadows the numerous successes the ANDSF have had in clearing insurgent sanctuaries. Recent surveys show that over the course of a tough fighting season public confidence in the ANDSF has eroded slightly, though it still remains high at 70 percent compared to 78 percent in March 2015 and 72 percent in June 2015.<sup>17</sup>

### **3.1 STRATEGY**

A number of initiatives are underway to move the ANDSF towards a more offensive-oriented strategy grounded in intelligence-driven operations, but to-date, these efforts have limited buy-in from some ANDSF and provincial leadership. The ANDSF will be unable to achieve their desired end state of protecting the population until their strategy against the insurgency entails more operations focused on clearing insurgent safe havens and operating areas. A more offensive strategy also includes changes in the employment of the force and force posture. In

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<sup>15</sup> Cross-pillar refers to operations or activities in which more than one ANDSF force component, or pillar, participates.

<sup>16</sup> CASEVAC is typically conducted in a non-standard vehicle and may or may not provide care en route to a medical facility while MEDEVAC uses a dedicated medical vehicle that has equipment designed to provide en route care.

<sup>17</sup> ANQAR Survey, Wave 29, September 2015.

particular, the ANDSF reliance on static checkpoints detracts from their ability to resource a more offensive approach with sufficient manpower.

The Office of the National Security Council, MoI, MoD, and General Staff continue to develop national-level defense plans, campaign plans, and associated resource allocations with RS support. President Ghani and the ONSC approved the *National Threat Assessment*<sup>18</sup> and the *National Security Policy*<sup>19</sup> documents on June 23 and July 14, 2015, respectively. However, two other critical documents that provide guidance to the Afghan security ministries and articulate the Afghan government's strategy remain unsigned; the ONSC, in coordination with the MoD and the MoI, are continuing to revise both the *National Security Strategy* and the *National Campaign Plan*. The five-year *National Campaign Plan* is a critical document intended to inform winter and traditional fighting season campaign strategy and planning documents. These delays can be attributed, in part, to a slow and bureaucratic ONSC system that often strives for consensus-building at the expense of efficiency. Additionally, because of the immaturity of the Afghan government's overall strategic planning structure, planning documents are more prescriptive and tactical in nature than typical strategic planning documents.

### 3.2 BUDGET

The Afghan government relies on international funding for the vast majority of its security costs. The requirement to fund the current ANDSF force structure in fiscal year (FY) 2015 is \$5.4 billion and is expected to decrease to approximately \$5.0 billion in FY 2016. For FY 2015 the United States funded \$4.1 billion of the estimated \$5.4 billion cost of the ANDSF (\$2.9 billion for the MoD and \$1.2 billion for the MoI) through the Afghanistan Security Forces Fund (ASFF). Approximately \$2.0 billion of the FY 2015 ASFF was provided directly to the Afghan government (\$1.5 billion for the MoD and \$500 million for the MoI) to fund salaries and incentive pay, equipment, facilities maintenance, and fuel costs. The other \$2.1 billion of the FY 2015 ASFF is executed by DoD primarily through DoD contracts on Foreign Military Sales cases. The remaining \$1.3 billion of ANDSF costs were funded by international donors (\$923 million for ANP salaries, information technology, aviation training and maintenance, uniforms, and medical supplies) and the Afghan government (\$419 million, primarily for food and subsistence).

CSTC-A has taken steps to increase the Afghan security ministries' capacity and capability to manage direct contributions responsibly. These steps include improving fiscal transparency and oversight with a conditions-based financial program and an increase in financial and procurement advisors to train, advise, and assist the MoI and the MoD. In addition, CSTC-A's continued development of an integrated pay and personnel enterprise information system for the MoI and MoD will help increase transparency and accountability. These and other efforts

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<sup>18</sup> The *National Threat Assessment* analyzes the strategic threats facing Afghanistan and describes the operational environment of the Afghan government's policies, strategies, and plans, forecasting trends over the next five years. The *National Threat Assessment* informs the development of the *National Security Policy* and the *National Security Strategy*.

<sup>19</sup> The six pillars of the *National Security Policy* include: realizing peace and stability, improving security, establishing good governance and the rule of law, strengthening national unity, conducting effective foreign policy, and achieving economic development. The *National Security Policy* provides direction for the implementation guidance set out in the *National Security Strategy*.

to develop repeatable and transparent planning, programming, budgeting, and procurement processes will assist the Afghans as they build their capacity to ensure oversight of the security ministries' financial systems.

Finally, over the past year the U.S. and Afghan governments along with international partners have worked together to reduce ANDSF costs further through mechanisms such as funding conditionality, the gradual divestiture of excess facilities, the use of Afghan contracts for select locally procured items, a wholesale review of consumable commodities such as fuel and ammunition, and implementation of life-cycle management of vehicles and weapons. These initiatives are reducing ANDSF costs without diminishing ministerial capacity and effectiveness in a challenging security environment.

### **3.3 FORCE SIZE AND STRUCTURE**

The current ANDSF authorized force level remains at 352,000 ANA and ANP personnel plus 30,000 ALP. Effective June 15, 2015, the ALP transitioned to align under the command and control of the AUP. However, the ALP *tashkil* continues to remain independent of the ANP's total authorized end strength.

#### **Attrition**

Monthly attrition rates<sup>20</sup> for both the ANA and ANP increased slightly during the reporting period but have remained close to the two-year historical average of 2 percent. Several soldier "quality of life" issues contribute to the high number of ANDSF personnel who are dropped from the rolls and to the high overall attrition rate. Within both the ANA and ANP, insufficient and untimely pay, difficulties accessing pay, the absence or misunderstanding of leave policies, constant combat deployments with little or no leave or training rotations, the lack of casualty and martyr care, and inadequate living and working conditions all pose significant challenges to retaining a professional force. While policies exist to prevent personnel from being absent without leave (AWOL), they are often unenforced and commanders frequently welcome personnel back without exercising any formal discipline.

RS advisors continue to work with the Afghan security ministries to address systemic causes of attrition in order to ensure the long-term health and sustainability of their forces. To overcome these obstacles, the MoD and MoI will need a sustained focus on improving leadership through merit-based selection, better training and development for leaders, and building their capacity in areas such as personnel management including readiness and training cycles, strategic and operational planning, and resource management.

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<sup>20</sup> Attrition rates account for all losses to the force. This includes both planned factors such as separation from military service and retirements and unplanned factors such as ANDSF personnel who are dropped from the rolls, killed-in-action, non-hostile fatalities, and exempted service members. Individuals are dropped from the rolls when they leave their units without authorization for more than 30 days. Some personnel who leave without authorization, including those dropped from the rolls, eventually return to their units. The dropped from rolls category represents the most significant contributor to high attrition rates.



The ANDSF are taking higher casualties in virtually every province this year, particularly in areas with historically higher levels of violence such as Helmand. Although the ANDSF casualty rate is only a small fraction of overall ANDSF personnel end strength and the attrition rate, combat weariness – particularly among young Afghan tactical leaders – is also cited as a factor in the number of soldiers who are considered AWOL and eventually dropped from the rolls.

### **Force Posture**

The ANDSF and MoD and MoI leadership are beginning to recognize the force protection advantage and potential additional offensive combat power from adjusting their force posture. During periods of increased violence, ANA and ANP forces often require a rotational presence or reinforcements from other corps or units. Although the ANDSF are stretched thin, implementation of various force optimization initiatives has been uneven. Until the ANDSF optimizes their force posture, insurgents will take advantage of opportunities to overrun and loot small, isolated ANDSF checkpoints, particularly in areas where insurgents have historical safe havens. National-level leadership must better articulate to commanders and leaders at all levels, particularly the provincial chiefs of police and Members of Parliament, the benefits that consolidation provides in the more efficient use of the force.

As of September 2015, the ANP devoted more than half of its total end strength of approximately 147,000 to checkpoints and fixed sites. ANP leaders are reluctant to consolidate due to civilian perceptions of security and their consideration of community leaders' opinions for tactical-level decisions. By October 21, 2015, the ANA had reduced their total number of checkpoints and fixed sites by almost 40 percent when compared to the beginning of the reporting period, but still had an estimated 53,000 personnel stationed at those sites. While the ANA has had more success than the ANP in reducing the number of static checkpoints, the ANA corps that have consolidated are struggling to translate the additional manpower into offensive combat power.

Generally the areas of the country where the ANDSF have been able to optimize their force posture coincide with areas where ANDSF deliberate, offensive operations have occurred or where provincial governors' and powerbrokers' influence is minimal. Though checkpoints and a fixed ANDSF presence, rather than patrols or a rotational presence, is consistent with Afghan perceptions of security – especially in rural areas – the ANDSF reliance on defending static checkpoints has come at a cost of increased ANDSF casualties. This posture also cedes the initiative to the insurgents who can choose to fight when they have the tactical advantage. With the insurgent tactic of massing forces, the ANDSF are being out-maneuvered by an overall numerically inferior insurgent force. Furthermore, broadly emplaced checkpoints compound existing logistics and supply challenges.

### 3.4 CAPABILITIES<sup>21</sup>

The ANDSF's uneven performance this fighting season indicates that capability gaps and developmental shortfalls will persist well beyond this year in fixed and rotary-wing aviation, intelligence, and sustainment. Significant obstacles in areas such as providing organic aerial fires and logistics and maintenance will require several more years of intensive advisory efforts, human capital development, and considerable investments in building sustainable systems and processes. Moreover, cross-pillar synchronization, resource management, and intelligence-driven operations remain areas for continued improvement. These gaps and shortfalls can be reduced over time if the appropriate resources are allocated and, most importantly, as ANDSF leaders continue to mature and develop sufficiently to implement critical reforms.

Despite these capability gaps and developmental shortfalls, the ANDSF possess, and are capable of leveraging, significant enablers that the insurgents do not possess such as mortars, D-30s howitzers, armed Mi-17s, MD-530 attack helicopters, and armored vehicles. Although there is much room for improvement in the ANDSF employment and sustainment of these enablers – a persistent focus of coalition advisory efforts – the ANDSF continue to make significant gains in effectively fielding and employing enablers in support of combat operations.

#### **Operational Capabilities**

After a number of large-scale, multi-corps, and cross-pillar operations, such as in northern Helmand and on the Zabul-Ghazni border early in the year, ANDSF offensive operations tended to be much smaller over the reporting period. A majority of operations were conducted at the *kandak* (battalion) and brigade level and were characterized by the need for stronger cross-pillar coordination and intelligence fusion. However, the ANDSF did continue to improve their integration of indirect fire and maneuver with aviation support. Although there have been instances during ANDSF operations when they did not request CAS and ISR support, coalition enablers were essential to ANDSF success during counter-offensives in Helmand and Kunduz. Given sufficient time, the ANDSF can plan, prepare, and conduct security operations with moderate success. However, until the ANDSF can reduce their enabler gaps, they will require continued coalition support during emergent situations and in order to maintain momentum during and between operations. In addition, ANA and ANP counter-IED units are hampered by logistics and manning deficiencies within ANA units and the misallocation of resources within the ANP.

Recent offensive operations have been primarily focused on key terrain such as population centers and transit routes and often did not result in the ANDSF establishing military superiority in the most contested insurgent areas. In June and early July 2015, the ANDSF conducted a cross-pillar operation to retake the Chahar Darah and Dasht-e Archi district centers in Kunduz after they were overrun by the Taliban. Senior leaders from across the ANDSF were personally involved in this operation, demonstrating their commitment to ensuring seamless coordination across the force and from the corps level down to the provincial level. ANDSF use of ISR, such as PC-12 aircraft to assist with targeting for artillery highlights the ANDSF's growing ability to

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<sup>21</sup> Specific ANA and ANP force component capabilities and MoD and MoI capacity and ministerial support to the ANDSF are detailed in the relevant sections below.

employ intelligence equipment to support offensive operations. Although the ANDSF were successful in clearing these districts and restoring security to the region with minimal losses, their gains were not lasting as the insurgency was able to maintain their presence throughout the province.

One of the ANDSF's primary offensive operations over the last six months was Operation Iron Triangle. Conducted in August 2015, this multi-corps, cross-pillar operation included elements of the ANA 201<sup>st</sup> and 203<sup>rd</sup> Corps, the 111<sup>th</sup> Capital Division, the AUP, ALP, AAF, SMW, and ANA Special Operations *Kandaks* (SOKs) with the goal of clearing the Khogyani, Sherzad, and Hisarak districts in Nangarhar Province; Sarobi district in Kabul Province; and Azarah district in Logar Province. These areas had been central hubs for Taliban and other insurgent facilitation networks that supported operations in Kabul. Before the main offensive, the SOKs conducted successful initial offensive operations, and several ANDSF units effectively incorporated ISR and coordinated well amongst air and ground units that relied on MD-530 helicopters for close air attack support. However, the operation was marked by inefficient employment of the force and limited communication and coordination between various ANDSF pillars and the corps involved – a recurring theme throughout the reporting period. Furthermore, security gains made by disrupting facilitation routes into Kabul will not be lasting without a permanent presence of security forces to maintain these gains and prevent insurgents from returning.

Operations in other regions in response to insurgent violence also exposed deficiencies in ANDSF operational capabilities. Leadership challenges in the ANA 215<sup>th</sup> Corps responsible for Helmand prompted several changes within both the ANA and ANP leadership in the region and heavy losses sustained throughout the fighting season required reinforcements from neighboring ANA corps. Setbacks in Musa Qalah district in Helmand caused the ANDSF to suspend offensive operations, detracted from the momentum of counter-offensives elsewhere in the region, and highlighted ANDSF gaps in aerial fires. In order to avoid detrimental strategic effects to the campaign, the Commander, USFOR-A has the authority to provide *in-extremis* kinetic support to the ANDSF under limited circumstances at his discretion. This most prominently occurred during operations to retake contested areas in and around the Musa Qalah district center in August 2015.

## **Leadership Challenges**

Although there are varying levels of threat and insurgent activity across the country and ANDSF units have different levels of overall capability, leadership is often the biggest factor in both ANA and ANP unit performance. RS officials continue to emphasize that effective and accountable leadership is the only way to ensure that the ANDSF continue to improve and that gains are sustained. The selection, placement, and empowerment of the right military and civilian leadership within the security ministries are essential to ANDSF success. While training efforts can improve technical and tactical capabilities, more robust professional development in areas such as command policy and strategic planning is necessary to overcome the human capital limitations within the ANDSF at all levels.

At the ministerial level, delays in resource management and strategic planning processes combined with senior leader intervention at the operational and tactical levels are symptoms of

the larger shortfall in leadership experience and depth. Leadership at the ANA corps and police equivalent levels is crucial to increasing and enforcing accountability, improving readiness, sustaining the force; and preventing, reporting, and ultimately reducing GVHRs.

The Afghan government is increasingly taking proactive measures to address leadership and accountability. For instance, after a poor performance amidst persistent violence in Helmand over the summer, several changes were made within the ANA 215<sup>th</sup> Corps and in October 2015 President Ghani appointed 61 officers to senior positions in the MoD and 22 general officers within the MoI.

### **Ministerial Coordination**

The ANDSF operational culture remains dominated by the ANA. RS continues to help the ANDSF embrace a more cross-pillar approach towards the planning and execution of operations. These efforts require substantial leadership at all levels in order to be effective and sustainable. Operation Iron Triangle serves as a clear example of demonstrated ANDSF proficiency in planning and conducting cross-pillar operations. Despite this success, the biggest challenge to increased cross-pillar coordination is at the provincial leader and operational level.

Coordination at the MoD and MoI headquarters level has improved modestly, especially in the area of intelligence fusion through the *Nasrat*. During the reporting period, MoD invited senior MoI officials to participate in the ANA Corps Commanders Conference on November 4 and 5, 2015, to synchronize planning more effectively for the winter campaign plan. With the ongoing restructuring of the Office of the National Security Council, the Afghan government has a major opportunity to improve ministerial coordination at the strategic level through the convening and integration functions of the ONSC.

## **3.5 ASSESSMENT<sup>22</sup>**

During this fighting season, the ANDSF demonstrated that they are capable of preventing the Taliban from achieving their long-term strategic goal of overthrowing the government by force. Upon losing key terrain to the Taliban, the ANDSF proved themselves capable of mounting effective counterattacks, frequently re-taking lost terrain in only hours or days, and effectively employing organic aerial fires assets in support of combined armed operations – a further sign they are a learning and growing fighting force on a positive trajectory. The ANDSF also continue to use their special operations forces to prosecute terrorist threats effectively and, with coalition support, deny safe haven to networks across the country.

Despite a positive trajectory, the ANDSF have a long way to go. Although the ANDSF have capability advantages over the insurgent forces, they remain reluctant to pursue the Taliban into their traditional safe havens. Given the ANDSF's current stage of development, they cannot manage the insurgency and ensure security and stability across Afghanistan without further improvement in key enabling capabilities, competent operational-level leaders, and continued development of human capital.

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<sup>22</sup> Assessments of the ANDSF by force pillar can be found in the classified annex.

### **3.6 TRAIN, ADVISE, AND ASSIST COMMANDS**

RS advisors conduct their TAA mission with the ANDSF at the ANA corps and ANP equivalent levels through the train, advise, and assist commands. The four coalition framework nations maintain a central “hub” in Kabul and a regional presence in four “spokes” in the north, south, east, west, and capital regions of the country through the TAACs. Turkey leads TAAC-Capital (TAAC-C) in the Kabul area, the United States leads TAAC-East (TAAC-E) and TAAC-South (TAAC-S), Italy leads TAAC-West (TAAC-W), and Germany leads TAAC-North (TAAC-N). Personnel at each TAAC conduct training and provide advice and assistance to their Afghan counterparts depending on the need identified by the coalition and their Afghan partners. In addition, the Advise and Assist Directorate (AAD) provides oversight of regional Advise and Assist Cells which cover two ANA corps with expeditionary advising support while TAAC-Air provides TAA support to the AAF. The TAACs and the AACs are critical touchpoints with the ANDSF that allow the coalition to verify and validate Afghan reporting at the ANA corps and police equivalent level while reinforcing the importance of building and improving the systems and processes that support combat operations.

#### **Train, Advise, and Assist Command – Capital**

TAAC-C includes Kabul Province (except Sarobi District). Turkish forces lead the TAA effort with forces from several additional contributing nations. TAAC-C provides functionally based security force assistance to the ANA 111<sup>th</sup> Capital Division, ANP Provincial Headquarters – Kabul City Police, ABP headquarters, and Afghan National Civil Order Police (ANCOP) elements operating in Kabul.

A top priority for TAAC-C activities has been supporting personnel slotting through the Afghan Human Resource Management Information System. TAAC-C also conducted a number of training courses with various ANP pillars including a 13-week course on crime scene investigation with the Kabul City Police to enhance their ability to search incident areas and properly collect evidence and a chemical and explosive material identification course with the ABP.

#### **Train, Advise, and Assist Command – East**

TAAC-E, which includes U.S. and Polish forces, covers the provinces of Kapisa, Kunar, Laghman, Nangarhar, and Nuristan. TAAC-E provides functionally based security force assistance to the ANA 201<sup>st</sup> Corps, ANP Provincial Headquarters – Nangarhar, and the ABP headquarters.

Highlights of TAAC-E efforts this reporting period include hosting a human rights shura with ABP, ANCOP, AUP, UNAMA and the military prosecutors in Nangarhar Province; improving cross-pillar coordination; and efforts to increase ANP force sustainment and the development of a Regional Logistics Center in Nangarhar. TAAC-E also provided an expeditionary advising package to TAA the ANA 201<sup>st</sup> Corps’ tactical command post during Operation Iron Triangle.

### **Train, Advise, and Assist Command – South**

TAAC-S, led by U.S. forces, includes the provinces of Daykundi, Kandahar, Uruzgan, and Zabul. TAAC-S provides functionally based security force assistance to the ANA 205<sup>th</sup> Corps, ANP Provincial Headquarters – Kandahar, and ABP headquarters.

TAAC-S advising throughout the reporting period focused on development of cross-pillar coordination and command and control. Synchronized support to operations in Uruzgan demonstrated a greater focus on the integration of enablers – in particular special operations forces, air support, and artillery – and cross-pillar coordination between the commanders of the ANA 205<sup>th</sup> Corps and the ANP in the region. TAAC-S also focused on providing assistance with contracting processes, implementing advanced AHRIMS training, and counter-corruption activities such as supporting MoD GS Inspector General (IG) fuel audits. In addition, TAAC-S advised the ANP on processes and procedures, including maintenance and accountability, related to the shortage of heavy weapons within the ANP.

### **Train, Advise, and Assist Command – West**

TAAC-W, led by Italian forces, includes Badghis, Farah, Ghor, and Herat Provinces. TAAC-W provides functionally based security force assistance to the ANA 207<sup>th</sup> Corps, ANP Provincial Headquarters – Herat, and the ABP headquarters.

With TAA support from TAAC-W, the ANA 207<sup>th</sup> Corps continued to improve their ability to employ technology, such as ISR enablers, and intelligence analysis to increase their operational effectiveness. The ANA 207<sup>th</sup> Corps also benefited from several TAAC-W workshops and seminars on basic warfighting, leadership, and intelligence. TAAC-W also worked with all ANDSF pillars to optimize their force and incorporate an operational readiness cycle that can support a higher operational tempo. TAA support to operations included several ABP and AUP search and clear operations across Herat Province.

### **Train, Advise, and Assist Command – North**

TAAC-N, led by German forces, includes the provinces of Badakhshan, Baghlan, Balkh, Faryab, Jowzjan, Kunduz, Samangan, Sar-e Pul, and Takhar. However, current TAA efforts are limited primarily to the Mazar-e-Sharif area. TAAC-N provides functionally based security force assistance to the ANA 209<sup>th</sup> Corps, ANP Provincial Headquarters – Balkh, and ABP headquarters.

TAAC-N efforts this reporting period included conducting training on the Core-Information Management System (Core-IMS) logistics and inventory management system,<sup>23</sup> basic intelligence analysis and targeting, and basic warfighting capabilities. Coalition forces also assisted the ANA 209<sup>th</sup> Corps on improving operational planning and coordination with ANP forces.

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<sup>23</sup> Core-IMS is a flexible, web-based system designed to address a comprehensive set of warehouse inventory management needs from inventory initialization through order processing across multiple warehouses. Core-IMS provides efficient asset visibility at all levels in the inventory.

## **Advise and Assist Directorate**

The Advise and Assist Directorate is currently composed of two subordinate regional Advise and Assist Cells: AAC-Southwest (AAC-SW) and AAC-Southeast (AAC-SE). The AACs provide advising to the two ANA corps not covered by the regional TAACs, provincial police headquarters, and border police headquarters. AAC-SW is responsible for functionally based security force assistance to the ANA 215<sup>th</sup> Corps (responsible for Helmand and Nimroz provinces) and associated regional ANP pillars. AAC-SE is responsible for providing security force assistance to the ANA 203<sup>rd</sup> Corps (responsible for Paktiya, Paktika, Khost, Ghazni, Wardak, Logar, and Bamyan Provinces) and associated policing elements. The Advise and Assist Cells have proven successful at strengthening linkages between the MoD, MoI, the ANA corps, and the ANP corps equivalents.

The AACs will frequently conduct short-term advising missions with the ANA corps and at the ANP equivalent level through Expeditionary Advising Packages (EAPs). EAPs typically focus on either sustaining ANDSF progress on the eight EFs or providing advice and assistance in support of typical warfighting functions and operations.

Both AAC-SW and AAC-SE remain in frequent contact with their Afghan counterparts and both AACs often travel to their respective regions to conduct EAPs, AAC-SW to the ANA 215<sup>th</sup> Corps headquarters in Helmand and AAC-SE to the ANA 203<sup>rd</sup> Corps headquarters in Paktiya. Of particular note, during the reporting period EAPs supported planning efforts for Operation Iron Triangle east of Kabul, AAC-SW conducted an EAP to provide critical advisory support to the ANA 215th Corps in Helmand, and AAC-SE conducted a similar operational EAP to provide planning support for the ANA 209<sup>th</sup> Corps' successful recovery of Kunduz city in October 2015. This EAP support along with NATO Special Operations Component Command – Afghanistan (NSOCC-A) / Special Operations Joint Task Force – Afghanistan played an important role in preventing localized tactical defeat from becoming a strategic insurgent victory.

## **Train, Advise, and Assist Command – Air**

TAAC-Air is a functional command that covers all of Afghanistan. RS advisors provide functionally based security force assistance to the AAF from the ministerial level down to the wing, group, and squadron level.

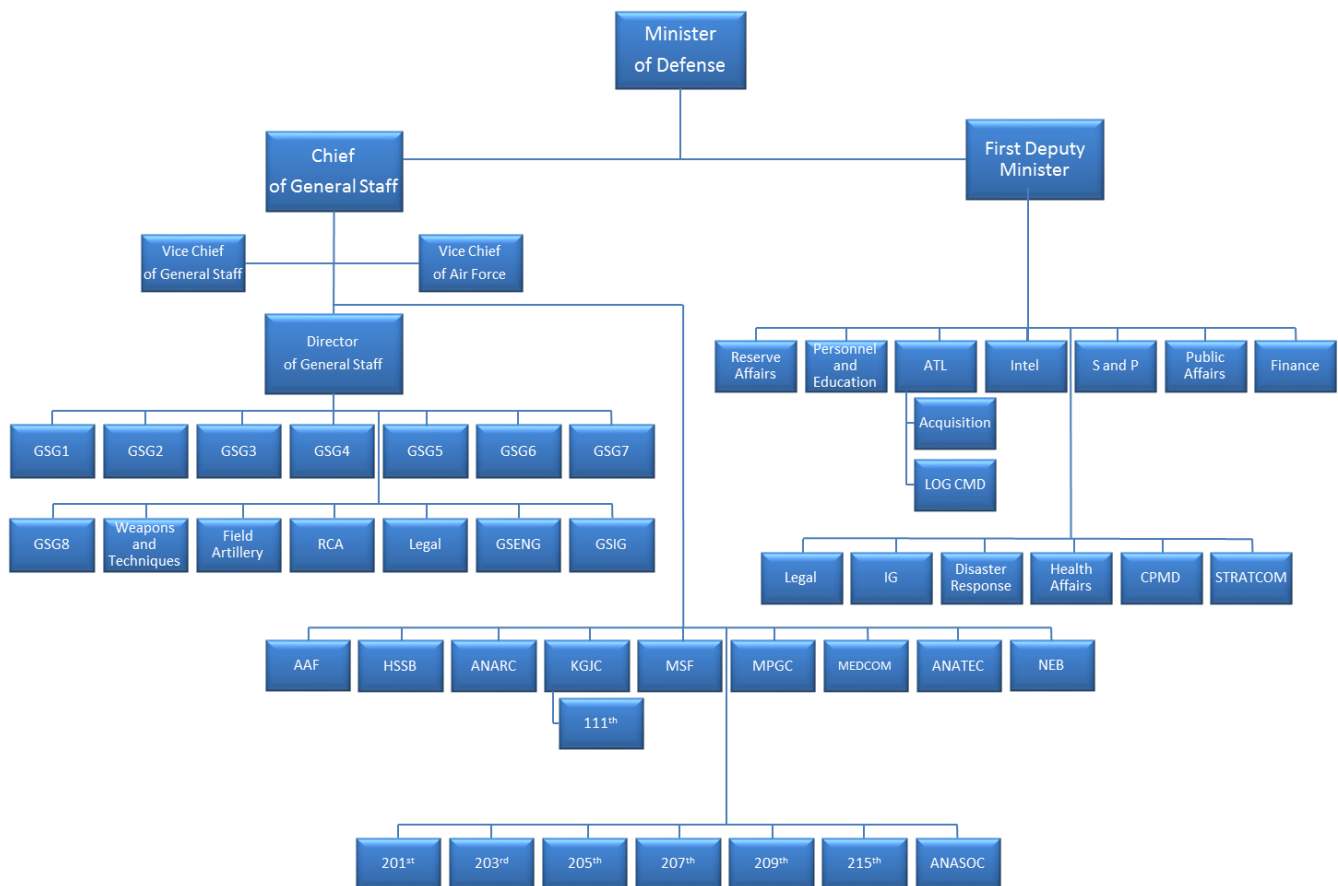
Over the reporting period TAAC-Air assisted with the configuration of a fixed forward firing capability on Mi-17s as well as supported AAF training efforts on how to employ and maintain these enhanced aerial fires capabilities. TAAC-Air continues to focus on supporting the AAF as new platforms come on line. In the last six months, TAAC-Air assisted the AAF with their recent delivery of MD-530s and in establishing this platform, including its successful combat debut in August 2015. Advisors also aided the AAF by training aircrews, maintenance personnel, and preparing facilities and ramp space as they prepare for the delivery of the A-29 aircraft in 2016. Finally, TAAC-Air worked with the AAF to integrate aerial fires with the ANA corps more effectively through prepositioning teams of Afghan Tactical Air Coordinators (ATACs) and establishing an improved training program that began in October 2015.

## SECTION 4 – MINISTRY OF DEFENSE AND AFGHAN NATIONAL ARMY

### 4.1 MINISTRY OF DEFENSE

The MoD oversees the ANA which includes the AAF and the MoD's pillars within the ASSF: the ANA Special Operations Command (ANASOC), Special Mission Wing (SMW), and *Ktah Khas* (see Figure 6). President Ghani nominated Mohammad Masoom Stanekzai as Minister of Defense in May 2015. Despite multiple failed votes in the *Wolesi Jirga*,<sup>24</sup> Minister Stanekzai remains in an acting capacity but with full authority through Presidential decree. Although several major MoD decisions were delayed early in Minister Stanekzai's tenure due to initial uncertainty regarding his status, during this reporting period he provided leadership on transparency and accountability initiatives and continued MoD's progress on institutional capacity building. Because of the consensus required between President Ghani and Chief Executive Abdullah for all senior government appointments, naming leaders to unfilled senior positions had been a slow process. However, during the reporting period 61 senior MoD officials were nominated and confirmed, a positive step towards addressing this issue.

**Figure 6: Ministry of Defense Organizational Chart**



<sup>24</sup> Afghanistan's Parliament includes the *Wolesi Jirga* (lower house) and *Meshrano Jirga* (upper house).



The overall MoD authorized end strength includes positions for MoD headquarters, various command staffs, the ANA, the AAF, and elements of the ASSF (see Figure 7 for MoD authorized end strength for the current reporting period and the previous two Afghan solar years).<sup>25</sup> These numbers also include an additional 8,004 authorized civilian positions which were chosen to augment the military force for certain duties, freeing up soldiers to perform inherently military functions and build institutional knowledge and experience.

**Figure 7: Ministry of Defense Manning Authorization**

<b>MoD Echelons</b>	<b>Solar Year 1392</b>	<b>Solar Year 1393</b>	<b>Solar Year 1394</b>
Ministry of Defense Headquarters	2,505	2,875	2,765
General Staff	6,242	6,481	6,243
Intermediate Commands	27,528	27,104	25,365
Combat Commands	114,637	117,715	119,252
Special Operations Forces	10,588	10,740	11,651
Air Force and SMW	7,522	7,947	7,981
TTHS Account <sup>26</sup>	-	13,359	13,359
Unassigned Resources	-	8,779	8,384
<b>Total ANA Authorized (military only)</b>	<b>169,022</b>	<b>195,000</b> (includes R coded positions)	<b>195,000</b> (includes R coded positions)
Civilians	12,095 (includes R coded positions) <sup>27</sup>	8,004	8,004

## Resource Management and Procurement

The Ministry of Defense continues to develop basic service provision and oversight functions, but considerable gaps remain in the MoD's ability to develop requirements for the force, procure goods and services, and plan and execute a budget within resource constraints. A reluctance to embrace technology, reliance on inefficient processes and paper systems, and centralized decision-making authority hinder effective MoD bureaucratic processes. Developing sustainable planning, programming, budgeting, and execution processes is a long-term effort and will require a cultural shift at all levels of the MoD.

Nonetheless, the MoD accomplished some significant new milestones this reporting period, especially on the Solar Year (SY) 1395 budget build process. This year marked the first time that the Afghan government, the coalition, and the international donor community participated in an integrated program and budget development process resulting in an Afghan and coalition agreed-upon program for SY 1395-1397. Throughout the process, MoD finance personnel

<sup>25</sup> The Afghan solar year *Hijiri* calendar is the official calendar of Afghanistan; nearly all Afghan-generated documents rely on the Afghan solar year. SY 1394 runs from March 21, 2015 – March 19, 2016.

<sup>26</sup> TTHS denotes Training, Transient, Holding, Students.

<sup>27</sup> "R" coded positions denotes positions currently filled by military personnel that will revert to civilian positions once they are vacated.

applied CSTC-A and Afghan government funding constraints, forcing them to make tough, informed tradeoffs – a critical step to increasing donor confidence and a marked improvement in budget development compared to SY 1394.

Beyond the progress made in improving their programing and budget development process, the MoD also furthered its procurement processes this reporting period. Following a major fuel contract scandal in January 2015, President Ghani dissolved the government-wide procurement system and instituted a Presidentially chaired National Procurement Commission to oversee all government contracts above the Afghani equivalent of \$300,000. President Ghani's increased oversight initially slowed the procurement process almost to a complete halt. The Commission has since found a better balance, leading to increased MoD procurement and contracting actions while maintaining its efforts to fight corruption. During this reporting period, the MoD effectively prioritized "at-risk" and expiring contracts, but overall MoD budget execution remains a work in progress – nearly half of the 465 contracts expected for the current solar year are still in the development and award phases. Coalition advisors also assisted the MoD and their MoI counterparts as they developed a Draft Prioritized Procurement Plan (DPPP). This included advising efforts at the ANA corps level to draft requirements for the most frequently pilfered items such as fuel and ammunition. As government-wide procurement reform efforts and the DPPP process matures, the MoD will increase flexibility and cost-savings.

To ensure that the MoD's growth in this challenging functional area is sustainable over the long-term, RS advisors are working with MoD staff to develop a group of up to 500 subject matter experts known as Functional Area Support Teams (FAST). These teams of young, educated Afghans, recruited primarily out of Afghan universities and technical programs, will serve as experts in their field at both the ministerial and ANA corps level. After a rigorous vetting process, FAST program personnel will receive specialized training in areas such as finance, procurement, and facilities management – a key MoD investment in human capital. In November 2015, the MoD awarded a training contract for the first 336 members of the FAST program. A similar subject matter expert program has been implemented in the MoI with early success.

Increasing accountability, particularly within MoD resource management processes, remains a critical part of RS TAA efforts. Corruption affects not only the effectiveness of the MoD to support the ANA corps, AAF, and other force components, counter-corruption efforts are essential to maintaining international donor support. The persistence of incentives to hoard resources at all levels within the MoD, and the ANDSF overall, is changing incrementally as Afghans become accustomed to a demand-based, requirements-driven resource management system. In June 2015, the MoD began implementing its Ministerial Internal Controls Program by training staff on enforcing internal control mechanisms and conducting several oversight and accountability working groups independent of coalition advisory efforts. MoD leadership is directly involved in these efforts with the IG chairing a Counter Corruption Working Group and the MoD First Deputy Minister chairing a Senior High Commission for Anti-Corruption. This initial progress is encouraging, but it is too early to assess the effectiveness of these groups. Additionally, a strengthened Organizational Inspection Program has effectively supported coordinated inspections on fuel, ammunition, food, and pay across the ANA corps and in capital units. Although corps level annual inspections were completed in November 2015, progress on

increasing transparency and accountability of resources generally has been slower below the national level. For example, the ANA Corps Inspectors General have demonstrated limited capacity and political will to make use of their primary reporting mechanism, the Transparency and Accountability Committees.

## **Legal Affairs**

Coalition efforts to help the MoD advance the rule of law focuses largely on combatting corruption and preventing gross violations of human rights – including extra-judicial killings, torture, and sexual abuse – and ensuring that the MoD holds perpetrators accountable. In coordination with the Defense Institute of International Legal Studies (DIILS), coalition advisors support training for ministerial and ANA personnel at all levels in areas such as the Law of Armed Conflict (LOAC), human rights investigations, and various anti-corruption initiatives. RS advisors emphasize the importance of these training programs and other efforts to address GVHR and corruption to ensure compliance with the DoD Leahy Law and sustain international community and donor confidence.

Over the last six months, the MoD and ANA established several training initiatives to help build a foundation for sustained development of human rights law expertise within the ranks of the ANA legal professionals. New training courses through the ANA Legal School include a basic law course for newly assigned GS-legal officers, rules of engagement for commanders and corps legal advisors, and a course on responsibility and legal authority for GS Inspector General and GS G2 (Intelligence) personnel. In addition, the MoD is finalizing preparations to support a five-week advanced investigations course for the Criminal Investigation Directorate (CID). The MoD also approved and formed a Mobile Training Team (MTT) to increase training capacity. The MTT is composed of ANA Legal School instructors who have been specifically trained and certified by the International Committee of the Red Cross. MTT training includes preventing GVHR, compliance with LOAC, understanding command responsibility with regard to human rights law, and countering corruption. The MTT provides training to ANA commanders and junior leaders at the corps level and is an example of sustainable human rights training being led by the Afghans and at no cost to the U.S. government. The MTT completed its first training event in August 2015 with the ANA 207<sup>th</sup> Corps in Herat with the next training event planned for the ANA 205<sup>th</sup> Corps.

The MoD and ANA possess the basic systems and organizations, sufficient personnel, and training capacity to report, investigate, and hold violators of human rights and corruption accountable; however, political will and leadership emphasis remain critical factors in enforcing the rule of law. The ANA GS Legal Department has the institutional capacity to prosecute violators through the courts-martial system, which can result in an expedient process. The primary court conducts a trial and, as appropriate, appeals are heard by the Court of Military Appeals in Kabul, a sub-directorate of the MoD Legal Directorate, with the option of a final appeal to the Afghan Supreme Court's Special Office on Military Crimes. When compared to MoI counterparts, the MoD is more proactively addressing allegations of GVHR with civilian victims, although this varies significantly depending on ANA corps leadership. During this reporting period, DoD, in conjunction with the Department of State, determined that the Afghan

government took all necessary corrective steps with respect to holding accountable GVHR violators in two ANA units.

To improve accountability, the MoD has increased its internal collaboration on corruption investigations and inspections, which will help facilitate more and swifter prosecutions. The Attorney General's Office (AGO) prosecuted and convicted multiple responsible officials at the ANA 203<sup>rd</sup> Corps, 207<sup>th</sup> Corps, and 209<sup>th</sup> Corps for dereliction of duty for failure to maintain proper fuel accountability. With these prosecutions, the MoD is demonstrating its growing capacity to identify and investigate corruption and the political will to hold officials and commanders accountable. The MoD Criminal Investigation Division, General Staff IG, and GS G2 have agreed to form both an MoD headquarters and corps-level corruption coordination cell. Investigations will be centrally tracked, coordinated, and evaluated at the ministerial level. While coordination within the MoD has improved, coordination across ministries and between the MoD and the AGO is still limited. To address this seam RS advisors have established a liaison at the AGO to monitor high-profile cases that are referred for prosecution from both the MoD and MoI.

### **Personnel Management**

As of October 2015, MoD AHRIMS slotting for the SY 1393 *tashkil* was over 90 percent, and MoD personnel management staff had begun transitioning to uploading, slotting, and refining data for the SY 1394 *tashkil*. AHRIMS implementation has been hampered by the slow distribution of identification cards from Kabul to the ANA corps headquarters and down to the unit level. In addition to these distribution challenges, the MoD's current identification card system is not well developed and lacks necessary security measures. CSTC-A is assisting the MoD procure a more advanced ID card system integrated with biometric data to help with AHRIMS slotting and implementation of a new pay and personnel system.

RS advisors are working with the MoD to develop and implement the Afghan Personnel and Pay System (APPS), an automated and streamlined electronic pay system that will connect to AHRIMS and enhance accountability. With coalition assistance, the MoD created several human resources working groups to address specific MoD policy changes required to implement APPS fully. The MoD is continuing these efforts in support of their goal of achieving a functional end-to-end electronic personnel management system by 2017.

The current MoD and ANA readiness reporting system is inadequate; General Staff leadership do not have a good picture of actual manpower and equipment readiness rates at the lower levels of the ANA. Minister Stanekzai initiated a minister-level commission to address this issue, however, the group is not meeting regularly and has not yet produced an improved readiness reporting mechanism. One of the by-products of the disestablishment of the Ground Forces Command early in 2015 was the deterioration in the quality and frequency of a quarterly sustainment and readiness report from the ANA corps to the General Staff. Although a cipher keeps this reporting requirement in effect, ANA corps leadership have not been in compliance. Further accountability from the General Staff through staff assistance visits is required.

Coalition advisors continue their efforts to assist the ANA with addressing recruitment, attrition, and overall manpower issues. Through a recently established Resolute Support Manpower Working Group, advisors have assisted the ANA Recruiting Command (ANAREC) build a sustainable budget for recruiting materials such as prayer towels, pamphlets, and radio and billboard advertisements; develop an eight-month recruiting strategy beginning in November 2015; set revised recontracting goals; and integrate feedback from the ANA corps on potential MoD ciphers on recruiting policies. U.S. Army Recruiting Command also sent five recruiters to train ANAREC recruiters from September through December 2015. In addition to RS efforts with the ANA, the Vice Chief of the General Staff has begun chairing monthly joint attrition working groups with the ANA corps commanders to better address manpower shortfalls.

## **Logistics and Maintenance**

Development of the MoD's capacity to execute logistics and maintenance processes is a major focus of CSTC-A and overall U.S. and coalition efforts. Electric power and network connectivity challenges, shortfalls in training and correct cataloging procedures, systemic challenges in supply chain management at some levels, and a reluctance to embrace technology across the ANA logistics and maintenance enterprise constitute friction points for the ANA's ability to establish an effective logistics and maintenance management operation. Within ANA Logistics Command elements,<sup>28</sup> adoption of the Core-Information Management System logistics management system has been uneven, particularly at the Regional Logistics Support Centers (RLSC). Supply data is often entered incorrectly due to lack of skill and literacy or proficient knowledge of the system and some RLSCs are reluctant to improve accountability. However, when Core-IMS has been successfully adopted with proper training it has enabled a more efficient inventory management process and improved the processing of MoD-14 forms.<sup>29</sup> To assist with Core-IMS utilization and implementation, the coalition has hired 86 Afghans, the first of several tranches, to be placed at various national-level elements and the RLSCs to train and assist the ANDSF to inventory supplies and input data into the existing system. Coalition advisors are also working with the ANA to improve the often slow MoD-14 request process, including identifying documents that would enable Afghan maintenance personnel to write more accurate requisition requests.

Coalition advisors have routinely found that reported shortages in operational units are most often the result of failures in accounting and distribution rather than actual deficiencies. Common supply chain management complications include the loss of paper records, difficulty identifying specific needs for corps units, overflow of stocks at the Central Supply Depot, misplaced stock, and the theft or hoarding of items at the depots and in transit. Currently a requisition from the RLSCs requires between twelve and eighteen signatures before the Central Supply Depot can issue an item. In addition, the Central Movement Agency is only capable of conducting shipments to the RLSCs once a month, slowing the distribution of these items. Due

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<sup>28</sup> ANA Logistics Command, located in northern Kabul, is responsible for national-level resupply and maintenance support for ANA ground forces. Two national-level organic sustainment nodes include the Central Workshop maintenance facility and the Central Supply Depot warehouse. The Materiel Management Center is a national-level administrative support element. At the regional level, RLSCs aligned with ANA corps distribute materiel to the corps.

<sup>29</sup> The MoD-14 is the basic form used to request items and supplies within the ANA Logistics Command.

to alignment with the ANA corps, RLSC effectiveness varies depending on corps leadership; the 111<sup>th</sup> Capital Division and ANA 201<sup>st</sup> Corps perform the best while the ANA 215<sup>th</sup> Corps has struggled. CSTC-A is developing a proposal to improve regional supply chain management by aligning the RLSCs more directly underneath the ANA Logistics Command. In October 2015, CSTC-A also began focused TAA efforts with the ANA on procuring and distributing equipment and clothing items for the winter such as gloves and long underwear.

To address ammunition distribution challenges, the MoD has been improving its mechanisms to investigate usage and enhance consumption reporting. In September 2015, the GS G4 submitted an ammunition consumption report for January through August 2015 that exceeded the ammunition allocation model in 17 critical categories of Class V<sup>30</sup> items by \$145 million. CSTC-A worked with GS leadership to improve understanding of lead-lag times for ordering and the importance of accurate inventory and consumption data to manage budgetary requirements. The MoD has also begun convening monthly ammunition shuras at the ANA corps level to improve visibility below the national level.

The ANA faces difficulty in sustaining its fleet of nearly 48,000 vehicles, primarily due to an immature supply chain process for Class IX<sup>31</sup> parts, poor maintenance management, inadequate supervisory skills, the lack of advanced repair capability, and limited transportation distribution systems. To help address these sustainment deficiencies, CSTC-A is working with the ANA to adjust their overall fleet size to a more manageable level. RS is beginning the process of swapping Light Tactical Vehicles and Ford Ranger pickup trucks, which lack armor for ANA combat operations, at a ratio of four to one with High-Mobility Multi-Purpose Wheeled Vehicle (HMMWV). In addition, CSTC-A is removing older, less capable HMMWVs variants from the ANA's fleet.

Due to ANA maintenance personnel shortages, contract maintenance support is critical to sustaining the ANA. A majority of *tashkil*-authorized maintenance slots remain unfilled below the corps level and mechanics are often sent to fill infantry shortfalls. Although the National Maintenance Strategy<sup>32</sup> will address many logistics and maintenance shortfalls, it will not be fully implemented until 2017. In the interim, the MoD initiated a maintenance contract in October 2015 as a bridging solution to provide more maintenance personnel and increase operational readiness rates. Once the National Maintenance Strategy is implemented, a majority of these primarily Afghan contractors will transition into MoD maintenance positions. The extension of the U.S. presence at current levels through most of 2016 will also ease the transition into full implementation of the National Maintenance Strategy.

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<sup>30</sup> Class V items are ammunition.

<sup>31</sup> Class IX is repair parts and components, including kits, assemblies, and subassemblies (repairable or non-repairable) required for maintenance support of all equipment.

<sup>32</sup> The National Maintenance Strategy consists of a logistics support maintenance contract at 23 key national and regional nodes to conduct maintenance and supply chain management operations while training and supporting the ANDSF leadership and operators in maintenance and supply chain management operations.

## Strategic and Operational Planning

The MoD's planning capability is progressing, but there is room for further improvement. At both the strategic and operational level, MoD planning processes require increased institutional capacity. Senior leaders often become personally engaged in operations at the corps level to synchronize cross-pillar and multi-corps operations more effectively, such as the Vice Chief of the General Staff overseeing the counter-offensive in Kunduz in October 2015. While this level of engagement is beneficial in the near-term, it highlights a gap associated with unity of command and the need for more effective leadership at the brigade and corps levels over the long-term.

RS strategy and policy advisors conduct TAA with MoD and General Staff personnel to develop their ability to coordinate, plan, and execute national level security objectives through development of the three primary MoD strategy documents, the *National Military Strategy* (NMS), the *Guidance for Operational Planning*, and the *Defense Capabilities Planning Guidance*. The NMS was submitted to MoD leadership on June 15, 2015, and is awaiting Minister Stanekzai's approval. The *Guidance for Operational Planning* was approved in October and continually updated throughout the second half of 2015 to address dynamic operational realities. Strategic planning advisory efforts also emphasize developing the General Staff's ability to take strategic guidance from the MoD and translate it into campaign plans for the ANA to execute at the corps level. This includes supporting the GS Planning Directorate as it interprets strategic-level documents into annual *General Staff Planning Guidance*. As of the end of the reporting period, development of the *General Staff Planning Guidance* is progressing on schedule. Although RS continues to support MoD and GS planning, these strategic documents are drafted through a robust process that places MoD and GS leadership into open seminars and working groups in order to produce an Afghan solution.

On June 25, 2015, the General Staff delivered the Zafar Campaign Plan which established the commander's intent, desired end-states, and the concept of operations for the remainder of fighting season 2015 – an important operational planning achievement. However, delays in the GS planning process and the timing of the operation to coincide with Ramadan postponed the planning and development of subsequent operations. Counter-offensive operations in northern Helmand in August and September 2015 added further delays to the execution of the Zafar Campaign Plan. In order to re-energize the planning process ahead of 2016, RS advisors mentored the GS staff as they extended the 2015-2016 winter campaign planning timeline out to March 2016 to reflect more clearly recent winter security conditions. The ANA also held a Corps Commanders Conference on November 4 and 5, 2015 – the first since October 2014 – to develop the winter campaign plan and improve readiness and training ahead of the 2016 fighting season.

## Intelligence

The Afghan intelligence enterprise, which supports both the MoD and the MoI, has proven mostly capable of supporting operations although it depends heavily on legacy systems and support from the coalition. The MoD's National Military Intelligence Center (NMIC) has begun to engage more routinely with the ANA corps and division-level units to provide analytical

support to multi-corps operations. During the reporting period, the NMIC effectively fed into the recently created *Nasrat* to enhance information sharing across the entire Afghan intelligence enterprise. Increasing participation of strike elements at targeting meetings is helping to improve the *Nasrat*'s capability and credibility among the ASSF. Information sharing within the MoD is also improving as more sections, such as the GS G2, begin to utilize the National Information Management System (NIMS).<sup>33</sup> Although overall NIMS usage has increased, adoption across both the MoD and the MoI is still slow due to highly controlled access.

Persistent surveillance systems such as aerostats and Rapid Aerostat Initial Development (RAID) towers enable ANA force protection, intelligence generation, patrol and facility overwatch, counter-IED, and counter indirect fire capabilities. As of December 2015, four TIF25 aerostats and ten RAID tower sites were fully installed with two additional aerostats and twelve more towers scheduled for installation in early 2016. RS is working with the Afghans on upgrading the aerostat sensors to improve visibility. Although the coalition has been conducting TAA with the Afghans on these systems, basic operator maintenance remains a persistent issue and the ANA still shows some reluctance to embrace technology and automation as a way to improve outcomes on the battlefield.

RS continues to build the ANA's airborne ISR capabilities. This includes efforts to acquire eight unmanned aerial ISR ScanEagle systems this reporting period. The first ANA-operated system, which will include six aerial vehicles, will be deployable anywhere in the country and fielded in time for fighting season 2016. Full fielding of the ScanEagle systems to the ANA corps and the 111<sup>th</sup> Capital Division is scheduled for completion by August 2018. RS is also working with the ANA to conduct additional training on programs that will enhance the ANA's signals intelligence capability.

### **Strategic Communication**

The MoD is manned, trained, and equipped at sufficient levels to maintain its capability to conduct public affairs processes, strategic communication, and information operations, but a major shortfall remains in leadership and execution. During the reporting period, the MoD established a senior Strategic Communication Council to ensure messaging supports overall campaign objectives; but, little action has been taken. Senior leaders within the GS G3 have recognized the importance of information operations and they support more proactive engagement with the press by ANA corps commanders. However, they frequently do not receive guidance from senior MoD officials on messages to convey. In addition, several ANA communications and social media policies remain in draft form, and a cadre of young, educated public affairs personnel within the MoD is largely under-utilized. Although mechanisms exist to improve message coordination and responsiveness between the Afghan security ministries, such as the Government Media Information Center (GMIC) and the Cross Ministry News Desk, in general cross-ministry coordination on communications is a significant capability gap coalition advisors continue to address.

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<sup>33</sup> NIMS is a secure, web-based, reporting, data basing, and dissemination tool intended to be the primary information sharing tool for the entire Afghan intelligence enterprise.



Although there was a marked increase in messaging preparation throughout the fighting season, MoD communicators frequently view their mission as primarily focused on building morale and providing “after battle” reporting, such as casualty counts, rather than strategic messaging to support fighting season objectives. By conducting high-profile attacks in August 2015 and temporarily controlling parts of Kunduz city in September and October, the Taliban successfully seized the overall narrative during the second half of the fighting season. Afghan government press conferences with senior MoD leaders had limited effectiveness in countering the Taliban’s narrative of insecurity. Furthermore, these press conferences sometimes diminished leaders’ credibility and lowered public confidence when public statements contradicted facts on the ground, as seen in initial statements asserting that the ANDSF had re-taken Kunduz city in early October 2015 while the Taliban still maintained some control of the area. One example of effective strategic communication and information operations over the last several months was in the northern provinces of Sar-e Pul and Balkh with the ANA 209<sup>th</sup> Corps. With support from TAAC-N, an Afghan-led regional media center used television, radio, web, and print to engage the local population and relay the importance and intent of ANA operations in the area.

### **Gender Office Efforts**

Gender integration within the MoD has been substantially slower than in the MoI. The ANA faces a particular challenge recruiting women because of cultural concerns about women working with large groups of men away from their families – a bigger concern for the ANA than the ANP. During the reporting period the ANA and AAF combined had approximately 780 women, less than one percent of the entire ANA force. Nearly 95 percent of the women in the ANA are recruited from and serve in or near the Kabul area. Although the MoD has only assigned four full-time women recruiters, women are often volunteering to serve without having been recruited directly. However, given current and expected recruiting rates through the end of the year, the ANA will fall well short of its stated goal of 485 new female recruits annually.

Facilities improvements are critical to further integrating women into the force. Over the last several months, TAAC-N assisted with efforts to build a 50-person female-only barracks for the ANA 209<sup>th</sup> Corps. This new barracks will include childcare facilities, changing and showering areas, and an addition to the dining facility. RS is also developing plans to build a female-only barracks for training at AAF headquarters in Kabul.

Sexual harassment and abuse of women remain a problem within the ANA corps, particularly outside of the 111<sup>th</sup> Capital Division. The RS Gender Office is actively working with Afghan counterparts in both the MoD and MoI to develop an agency similar in concept to the DoD’s Sexual Assault Prevention and Response Office to address this issue. This proposed ANDSF Sexual and Gender Based Violence Prevention and Reporting Agency will operate across all security organizations to provide policy development and guidance, response, support, research and data collection, prevention and education programs to reduce the incidence of sexual and gender-based violence across the ANDSF. The concept has been developed and is being finalized with a goal of establishing the agency early in 2016.

## 4.2 AFGHAN NATIONAL ARMY

The ANA General Staff provides command and control over all of Afghanistan's ground and air forces, which include all six corps, the 111<sup>th</sup> Capital Division, two types of special brigades (two Mobile Strike Force brigades<sup>34</sup> and the National Engineer Brigade), Afghan detention operations, the AAF, the ANASOC, and the SMW. The ANA remains the most well regarded of all of the ANDSF pillars with over 66 percent of the Afghan public maintaining a good or very good opinion of their performance,<sup>35</sup> largely unchanged from the last two years.

In October 2015, President Ghani nominated 61 new general officers and senior ranking officials for MoD positions. These and other leadership changes throughout 2015 have been mostly positive, though the lack of depth in the ANA leadership cadre has at times led to ineffective officers being transitioned from one position to another. This lack of institutional capacity is also evident in the early advancement of officers; one of the reasons cited for the ANA 215<sup>th</sup> Corps weak performance relative to other corps during the reporting period was the inexperience of the corps commander.

With the disestablishment of the ANA Ground Forces Command in early 2015, the General Staff now has direct contact with and command and control over ANA corps commanders. This creates a more efficient command structure, and early indications suggest that ANA corps commanders are more receptive to guidance from the General Staff than from the previous Ground Forces Command. However, this structure also provides senior leaders the opportunity to become more directly involved in tactical-level decisions rather than maintaining a strategic-level outlook. Public perceptions of the ANA vary across the corps with the highest level of public confidence in the 111<sup>th</sup> Capital Division and the lowest in the ANA 215<sup>th</sup> Corps.<sup>36</sup>

### Afghan National Army Strength

The ANA is authorized up to 195,000 personnel as part of its *tashkil*. As of October 20, 2015, ANA manning was approximately 170,000 personnel, including more than 6,600 AAF personnel. This includes approximately 780 women who comprise less than one percent of total ANA and AAF end strength. During the reporting period, monthly attrition rates varied between 2.2 and 2.9 percent but overall were higher than the previous reporting period. The number of new recruits per month has steadily increased and retention has improved slightly, both of which contributed to a higher end strength (see Figure 8). To combat persistent ANA attrition and attempt to meet the full *tashkil* authorization, RS is working with the ANAREC to forecast attrition more accurately and improve future monthly recruiting goals within the constraints of current training course capacity.

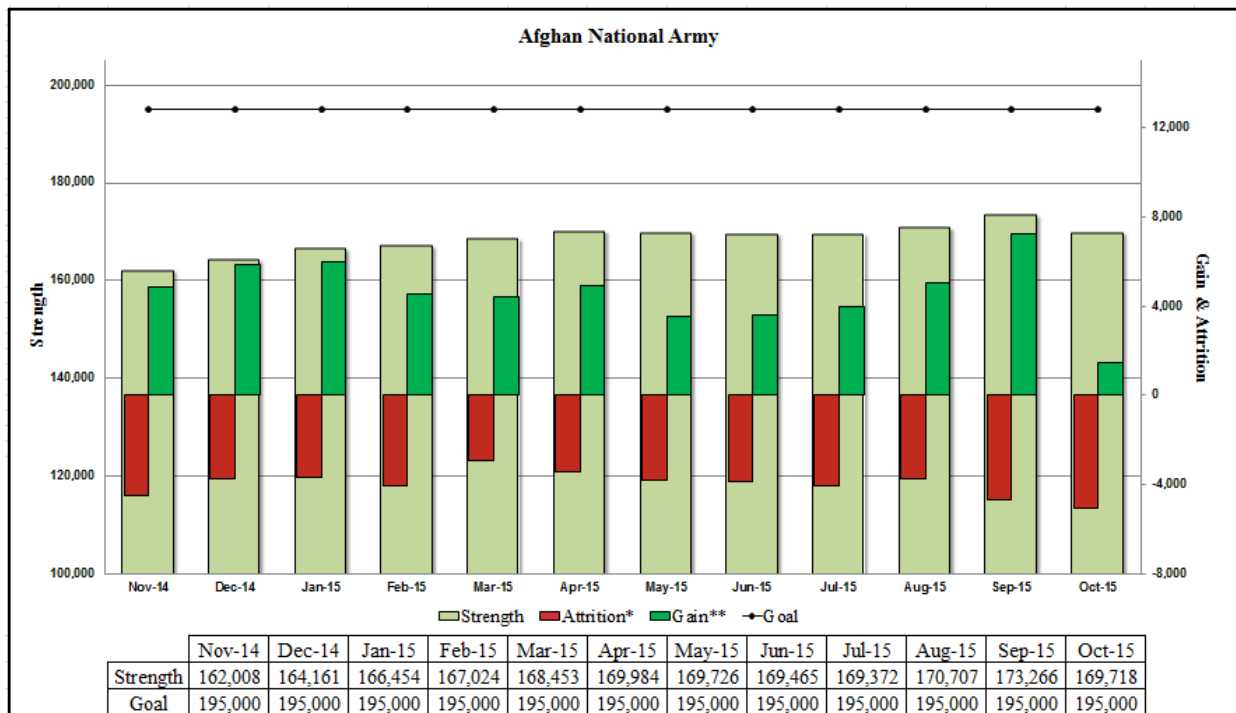
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<sup>34</sup> Mobile force brigades provide a rapidly deployable mechanized infantry capability to undertake and reinforce operations in support of ANA missions.

<sup>35</sup> ANQAR Survey, Wave 29, September 2015.

<sup>36</sup> ANQAR Survey, Wave 29, September 2015.

**Figure 8: ANA Strength**



Note: The ANA military strength depicted above includes the military members of the AAF, which is a component of the ANA.

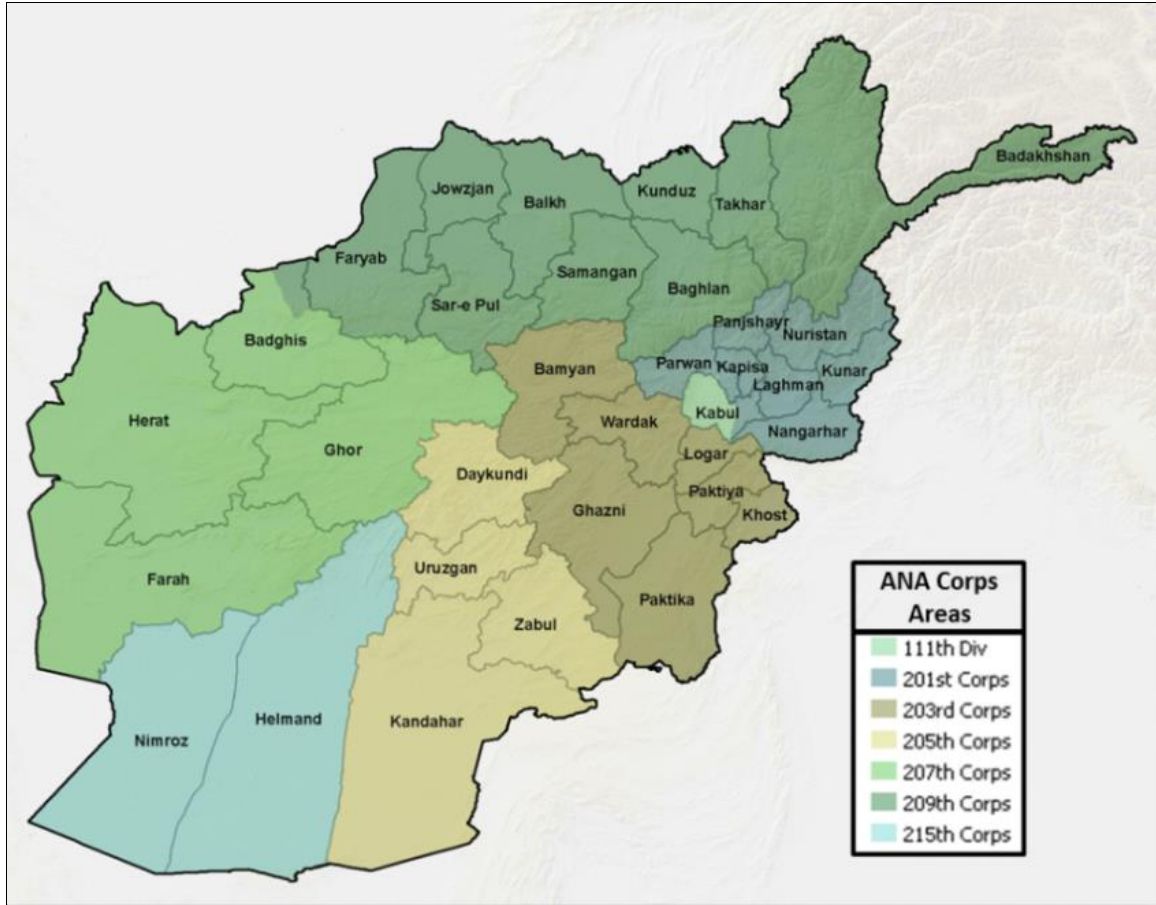
\* Attrition encompasses all unplanned and planned losses.

\*\* Gain includes all gains (recruits, re-accessions, and return from dropped from the rolls) to ANA strength during the reported period.

## Afghan National Army Structure

The ANA is divided into one division and six regional corps: 111<sup>th</sup> Capital Division, 201<sup>st</sup> Corps, 203<sup>rd</sup> Corps, 205<sup>th</sup> Corps, 207<sup>th</sup> Corps, 209<sup>th</sup> Corps, and 215<sup>th</sup> Corps (see Figure 9 for their respective areas of responsibilities).

**Figure 9: ANA Corps and 111<sup>th</sup> Capital Division Boundaries**



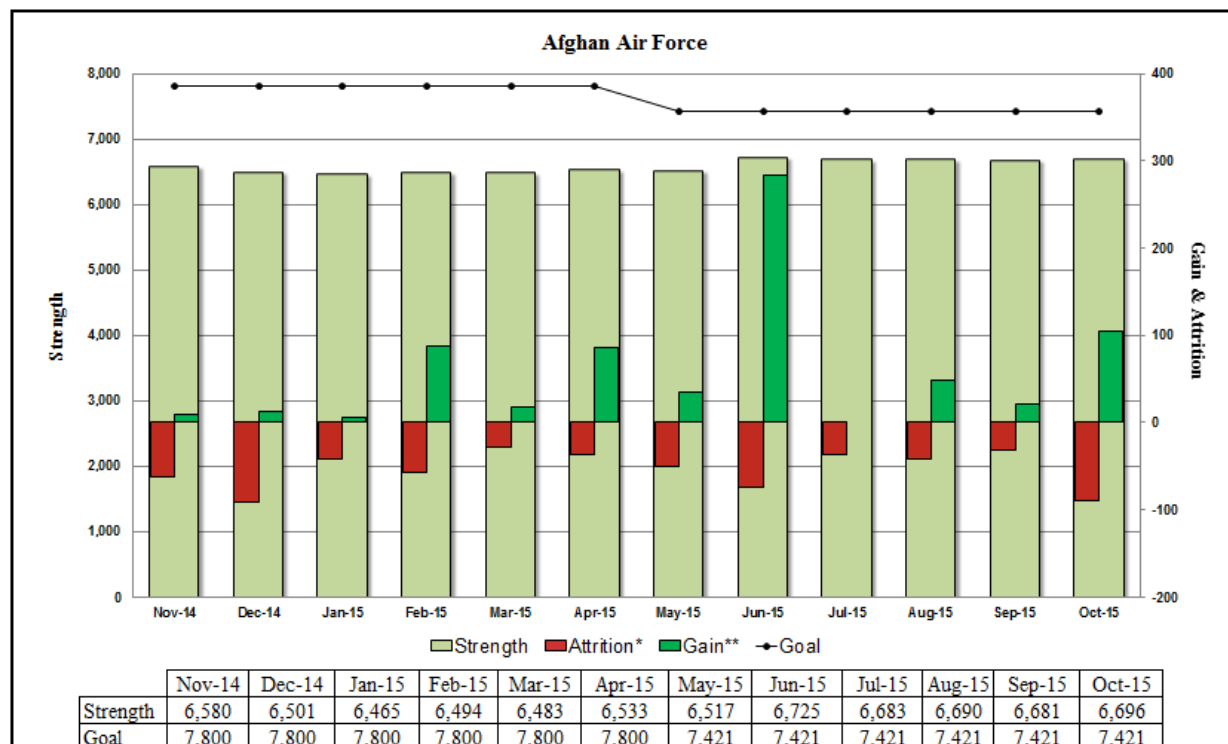
Each corps is typically composed of a headquarters *kandak*, three to four infantry brigades, and various specialty *kandaks*. In addition, two Mobile Strike Force brigades (wheeled medium armored vehicles) provide an additional seven Mobile Strike Force *kandaks* based in Kabul and Kandahar. These formations are capable of rapid employment in offensive operations. In addition to these combat capabilities, the ANA has headquarters and training units to generate, sustain, command, and control the force.

## Afghan Air Force

The AAF is the primary air enabler for the ANDSF, responsible for air mobility and close air attack across all of Afghanistan. The AAF can independently plan for and provide air assets for logistics, resupply, humanitarian relief efforts, human remains return, CASEVAC, non-traditional ISR, air interdiction, armed overwatch and aerial escort mission sets. The AAF headquarters is located in Kabul and provides command and control of three wings, the Kabul Air Wing, Kandahar Air Wing, Shindand Air Wing, and five detachments in Mazar-e Sharif, Jalalabad, Shorab, Gardez, and Herat. Between FY 2010 and FY 2015 the United States obligated more than \$2.5 billion to help develop the AAF. This includes more than \$905 million for equipment and aircraft. The majority of funding for the AAF is for sustainment followed by training, equipment, and aircraft.

The AAF is authorized up to 7,421 personnel as part of its *tashkil*. As shown in Figure 10, during this reporting period AAF end strength held close to 6,700 and monthly attrition remains well below one percent. As of October 20, 2015, AAF personnel included 55 women. There are currently 161 fully trained pilots in the AAF; this does not include fully trained pilots in training to transition to another aircraft (see Figure 11 for a breakdown of pilots by platform). There are currently no fully trained A-29 pilots; the first class of nine A-29 pilots is in training at Moody Air Force Base, Georgia and is scheduled to graduate in December 2015.

**Figure 10: AAF Strength**



Note: The significant AAF personnel gain in June 2015 is the result of a large class of graduates from Air University, formally known as Pontoon-ee-Hawayee (Air Academy), in May.

\* Attrition encompasses all unplanned and planned losses.

\*\* Gain includes all gains (recruits, re-accessions, and return from dropped from the rolls) to ANA strength during the reported period.

Attrition in the AAF is lower than other ANDSF pillars primarily because of the difference in mission. The majority of AAF attrition is due to transfers to the Special Mission Wing; the number of personnel who are either dropped from the rolls or considered AWOL constitute a much lower contribution to AAF attrition. In general, AAF force management and personnel accountability capacity is limited. Commanders liberally authorize leave, which contributes to personnel going home and then failing to return. The AAF also lacks accountability to ensure that personnel are actually doing the jobs to which they are assigned or that they are efficiently utilized.

During this period, TAAC-Air established a recruiting position to advise AAF staff on accessions and recruiting. TAAC-Air is encouraging the AAF to make recruiting a continual

process to ensure the best qualified candidates join the AAF to fill critical pilot and maintenance positions. Although the AAF established specialized teams to assist with recruiting, to date they have been ineffective.

### *Airframes*

As of November 30, 2015, the AAF has a total of 91 aircraft.<sup>37</sup> Fixed-wing platforms include C-208s and C-130s; rotary-wing platforms include Mi-35s, Mi-17s, MD-530s, and Cheetahs<sup>38</sup> The first A-29 Super Tucano delivery remains on schedule for January 2016 after the first class of pilots graduates from training at Moody Air Force Base and returns to Afghanistan. Figure 11 details the number of AAF airframes and associated pilots.

**Figure 11: Summary of AAF Airframes and Pilots\***

	Type of Aircraft	Inventory	Planned	Fully Trained Pilots
Fixed Wing	C-130	4	4	9
	C-208	24	26	34
	A-29	0 <sup>39</sup>	20	0
Rotary Wing	Mi-17	49 <sup>40</sup>	56	86
	Mi-35	1	0 <sup>41</sup>	10
	MD-530	10	28	18
	Cheetah	3	3	4
<b>Total</b>		<b>91</b>	<b>137</b>	<b>161</b>

\* as of November 2015

<sup>37</sup> SMW aircraft are not included in this total.

<sup>38</sup> The Government of India donated 3 Cheetah helicopters during the last reporting period.

<sup>39</sup> There are currently 12 aircraft at Moody Air Force Base, Georgia being used for training Afghan pilots and maintenance personnel.

<sup>40</sup> This number does not include the additional Mi-17 helicopters used by the SMW.

<sup>41</sup> The Mi-35 fleet will likely be retired by the end of 2015 or early 2016.

### C-130 Tactical Transport



The C-130 tactical transport aircraft provides a medium-airlift capability in support of personnel and equipment transport, CASEVAC, and human remains return capabilities. The fourth and final C-130 aircraft was delivered on June 20, 2015. During the 2015 fighting season, AAF C-130s flew nearly 80 percent more missions than they did during the 2014 fighting season. Additionally, the C-130 fleet is sized to meet the ANDSF's quick reaction force response requirements such that AAF C-130s can move an infantry company and equipment within 24 hours notification.

With a limited number of qualified aircrew members, TAAC-Air and the AAF are working aggressively to accelerate the growth of flight engineers and loadmasters through in-country training. Given the number of pilots at various stages of the training pipeline, crew manning levels are expected to improve significantly in early 2016.

### C-208 Aircraft



The C-208 aircraft provides light-lift, personnel transport, CASEVAC, and human remains recovery capabilities for the ANDSF. TAAC-Air is working to expand the employment envelope for the C-208 by developing a soft field landing capability. This in turn will free up Mi-17s for other mission sets and operating environments for which it is uniquely designed. Although the AAF demonstrated the ability to employ C-208s in a basic ISR role this reporting period, this mission set is still in the early stages of development.

The reassignment of C-208 pilots to the A-29 and PC-12 aircraft continues to impact aircrew manning levels negatively. Low pilot manning is anticipated to continue through the end of 2016, with improvement projected as the number of pilot candidates in the training pipeline increase.



### Mi-17 Helicopter



The Mi-17 helicopter conducts day and night personnel transport, CASEVAC, resupply, close combat attack, aerial escort, and aerial assault missions. Not including the SMW's 36 Mi-17s, the AAF currently has 49 Mi-17s with an associated 86 fully trained pilots. Fourteen Mi-17s are currently configured with fixed forward firing capability and seven of those are also capable of employing rockets.

The Mi-17 fleet remains the workhorse of the AAF, yet this capability is still unable to meet the ground forces' demand. This is primarily due to a lack of aircraft availability resulting from phased inspection requirements and challenges in the availability and training of AAF maintenance personnel. Moreover, this gap is likely to grow as the demand for the Mi-17 fleet continues to increase and the overall capability remains relatively static or even decreases due to aircraft losses and increased requirements for aircraft overhauls due to high utilization rates. In an effort to alleviate the strain on the Mi-17 fleet, coalition advisors awarded a contract for rotary-wing airlift in September 2015 to provide cargo, personnel, and human remains movement for the ANDSF. This will relieve the unsustainable demand on the Mi-17 fleet and allow for a greater focus on training aircrews to employ aerial fires.

As of December 1, 2015, armed Mi-17s accounted for 80 percent of the aerial fires missions tasked in support of ANDSF operations during 2015. TAAC-Air has worked to expand Mi-17 capabilities, assisting the AAF in developing proficiency to deliver aerial fires.

The AAF has an adequate number of Mi-17 aircrews to operate the current fleet, but further training is required to increase their capabilities. During the reporting period, Mi-17 gunship qualified aircrews expanded from 12 to 19, including 2 qualified AAF instructor pilots. Coalition advisors also assisted the AAF expand its Mi-17 night employment capability.

### MD-530 Helicopter



The MD-530 helicopter provides close air attack and aerial escort capability intended to help fill the current aerial fires gap. Following a second round of deliveries in June 2015, the AAF now operates 10 armed MD-530s from Kabul, each equipped with a fixed forward firing capability to provide aerial fires. Six additional weaponized MD-530s are scheduled for delivery in early 2016. Given the ANDSF capability gap in aerial fires, in July 2015 the United States approved a requirement for an additional 12 aircraft. These aircraft will be delivered during the course of the 2016 fighting season, eventually bringing the fleet to 28 armed MD-530s.

There are currently 18 trained MD-530 pilots, 14 of whom are combat qualified. TAAC-Air is working with the AAF to increase the number of MD-530 students in the training pipeline in order to maximize the utility of this growing fleet.

### Mi-35 Helicopter



The Mi-35 is a multi-role helicopter that provides close air attack, armed aerial escort, and troop transport capability. The AAF currently has one Mi-35 which was nearing the end of its service life as this reporting period ended. The AAF has 10 trained Mi-35 pilots who will transition to another aircraft type when the Mi-35 fleet exits service.

### A-29 Super Tucano



The AAF will use the A-29 Super Tucano light attack aircraft to provide critical air support, such as aerial fires, to ground forces. Twelve A-29s have been delivered to Moody Air Force Base, Georgia as of October 1, 2015. The first class of AAF pilots and maintenance personnel are on schedule to graduate in December 2015. The first four A-29s, along with their Afghan pilots and maintainers, are forecasted to arrive in Afghanistan in January 2016. The remainder of the aircraft will continue to be delivered to Moody Air Force Base in support of Afghan training through May 2016 before being delivered to Afghanistan with subsequent graduating classes of pilots and maintenance personnel. The current schedule builds the AAF A-29 fleet to 8 by the 2016 fighting season and to 12 by the 2017 fighting season to achieve a fully operational capability of 20 airframes, 30 pilots, and 90 maintenance personnel by the end of 2018.

### ***Training***

As of October 31, 2015, there were 18 U.S.-funded training programs for the AAF with 161 students enrolled. Training courses cover basic pilot training, aviation safety, and language training in addition to specific training for aircrews and maintenance personnel for each of the AAF airframes.

The AAF struggles to identify candidates in sufficient time to complete the complex, multi-agency vetting process prior to training start dates and with adequate English language skills to begin training. Training effectiveness is assessed using metrics based on completion of English

language training accomplished at the Defense Language Institute (DLI) and completion of the associated technical training. All C-130 loadmasters, flight engineers, maintainers, and pilots, as well as A-29 pilots and maintainers, require 55 out of 100 on the English Comprehension Level (ECL) exam prior to departing for training in the United States. Once there, all AAF trainees go to DLI to improve their English language scores until they reach the proficiency level required for each position. Additionally, there is an English language training contract that includes 18 instructors – 16 in Kabul and 2 in Kandahar – that provide English language instruction to improve the proficiency and scores of those Afghans awaiting training. Formal training course completion rates this year ranged from 60 percent to 100 percent.

The AAF has established an officer candidate school (OCS) at Air University, formally known as Pontoon-ee-Hawayee (Air Academy). The first class of 184 officer candidates graduated in April 2015 and the second class of approximately 50 graduated in October. Successful recruiting has resulted in the start of a third class of 185 students that will graduate in September 2016.

To improve the integration of aerial fires, the AAF, ANA, and ANASOC have also established a new baseline for Afghan Tactical Air Coordinators training. The first class under the new syllabus began in October 2015. TAAC-Air also implemented a program to train and equip ATACs with communications and navigation equipment and set up a train-the-trainer program at the Afghan Air Academy to develop additional ATACs.

The development of human capital is a long-term issue. On average it takes three to four years to develop a qualified pilot and five to seven years to develop a supervisory-level maintainer. It will take several more years for training pipelines to produce the number of aircrews and maintenance personnel required for the AAF to conduct self-sustained operations at full operational capacity.

### ***Sustainment***

The AAF faces difficulties with sustaining its maintenance capability at all bases across Afghanistan. With the exception of the Mi-35, which will likely exit service in the near future, all AAF aircraft platforms will require varying degrees of contract logistics support (CLS) through at least FY 2023. Additionally, as coalition advisors draw down, the ability for AAF to order parts and sustain their systems will be a challenge, as they currently lack the planning and discipline required to keep their fleet up and running. Maintenance support within the Kabul area is sufficient due to coalition and CLS presence.

The future life-cycle sustainment objective is to develop a mix of organic and contract maintenance and logistics management support. The AAF has improved its organic capability to conduct preventive and routine maintenance, but contract maintenance will be necessary to perform heavy (e.g. depot level) repairs and aircraft overhauls. TAAC-Air is also working with the AAF to develop a cadre of master instructors to train future mechanics.

Additionally, the AAF has been unable to maintain its infrastructure. Facility engineers are significantly hampered by ineffective supply and contracting systems, lack of local procurement authority, and lack of funding. Preventive maintenance does not occur due to lack of materials



and base infrastructure is not being maintained. Water outages, electrical system issues, and lighting failures are also hindering maintenance personnel's ability to maintain aircraft.

### *Operations*

The AAF performed well this fighting season and demonstrated an increased ability to support ANDSF operations effectively. The AAF provided almost all aerial fires in support of ANDSF operations during this fighting season relying on their small number of Mi-35 attack helicopters, fixed forward firing modified Mi-17s, and armed MD-530 light attack helicopters. From January 1 to October 31, 2015 the AAF flew 3,770 aerial fires missions compared to 61 missions for the same period in 2014.<sup>42</sup> The MD-530 made its combat debut midway through the fighting season, providing critical aerial fires support to the ANDSF during Operation Iron Triangle and in Kandahar in late October 2015. Engagements such as these will boost ANDSF confidence in the growing effectiveness of their organic aerial fires capability.

Given a significantly higher AAF operational tempo and focused support to combat operations, in-country training for pilots and maintenance personnel was curtailed this fighting season. More than 96 percent of total flying hours were spent on operations, compared to less than four percent devoted to training. Lack of training opportunities was a contributing factor to multiple mishaps in 2015. TAAC-Air is advising the AAF on better fleet management; however, there is a tension between the training and combat demands of the small AAF fleet.

The AAF also demonstrated increased efficiency in deploying forces, specifically during operations in Kunduz, Helmand, Logar, and Wardak Provinces. In each instance, the AAF proactively allocated and staged Mi-17s and Mi-35s for pre-planned, rather than reactive, support to ANDSF operations in these areas.

This reporting period the MD-530 reached initial operational capability with its first combat employment in support of Operation Iron Triangle in Sarobi, Hisarak, and Azrah districts. In addition, in late September 2015 five MD-530s were forward-deployed from Kabul to Kandahar to support operations in Helmand. The Afghans successfully planned and executed the aircraft movement, a significant and rapid development in their ability to conduct expeditionary MD-530 operations. The AAF also continued to develop its air-to-ground integration by leveraging its expeditionary Air Liaison Officer capability and building teams of ATAC / Air Liaison Officers that can be prepositioned with the ANA corps. These teams helped the AAF integrate scarce helicopter resources into ANDSF operations, including enabling the first MD-530 combat missions.

Additionally, the AAF made notable progress in its ability to provide adequate CASEVAC support to the ANDSF during 2015. As of October 31, 2015, the AAF removed 7,780 injured personnel from the battlefield compared to approximately 2,000 in all of 2014. The coalition

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<sup>42</sup> Coalition aerial fire support to independent ANDSF operations was significantly curtailed for this past fighting season based on the transition to the Resolute Support mission. However, U.S. and coalition unilateral aerial fires continue to be executed as authorized by the NATO and U.S. authorities granted to General Campbell as Commander, Resolute Support, and Commander, USFOR-A, respectively.

continues to train AAF personnel and ANA air medics, through the ANA corps, on CASEVAC procedures to improve capacity and capability.

### **MoD Afghan Special Security Forces**

The MoD Afghan Special Security Forces components – the ANASOC, the *Ktah Khas*, and the SMW – continue to demonstrate that they are the most capable force within the ANDSF and as a result have the highest operational tempo.<sup>43</sup> Afghan special operations forces are widely considered to be some of the best in the region and are increasingly maturing with further coalition assistance. NSOCC-A and SOJTF-A train, advise, and assist efforts with Afghan special operations forces have resulted in an increase in the number of Afghan independent and enabled operations. As the ASSF increase their organic operational capacity, ASSF operations are expected to outpace coalition advised and unilateral operations.

A major focus of MoD ASSF operations this fighting season has been disrupting high-profile attack threats in or near Kabul and other major population centers. The ASSF are frequently utilized for shaping operations ahead of planned ANDSF offensives and played a critical role in multi-corps operations early in 2015 and in counter-offensive operations later in the year. The ASSF's enhanced capability when compared to other ANDSF pillars is also seen in its use of intelligence – the ASSF are at the forefront of ANDSF pillars in their use of intelligence to drive operations. All elements of the ASSF, particularly the ANASOC and SMW, are increasingly employing cross-pillar intelligence provided by the National Directorate of Security, MoD, MoI, and coalition forces to inform and enable precise and proactive responses to emerging threats.

By the end of this reporting period, NSOCC-A advisors were working closely with the ASSF on the 2015-2016 winter campaign plan and helping to ensure sufficient ASSF are ready, willing, and able to fight after an aggressive fighting season 2015 operational tempo.

### ***Afghan National Army Special Operations Command***

The ANASOC currently is authorized 11,700 personnel. The ANASOC conducts counterinsurgency and stability operations and executes special operations against terrorist and insurgent networks in coordination with other ANDSF pillars. The ANASOC has proven itself capable and effective on the battlefield this fighting season. Although ANASOC operations can successfully maintain pressure on Taliban forces, when faced with entrenched enemy forces they are often reliant on coalition kinetic strikes.

The ANASOC is organized into two special operations brigades with ten battalion-sized ANA commando Special Operations *Kandaks* (SOKs). Each SOK contains three commando companies, one special forces company with eight special forces detachments, and a support and headquarters company. Nine of the ten SOKs are regionally-aligned with ANA corps and conduct special operations in support of ANA counterinsurgency operations and against priority counterterrorism targets. The tenth SOK is located in the Kabul area with a focus on countering high-priority attacks in the Kabul area and providing a strategic reserve capability.

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<sup>43</sup> Additional information about the MoD Afghan Special Security Forces can be found in the classified annex to this report.

During the reporting period, the ANASOC experienced a high operational tempo. ANASOC *kandaks* were frequently deployed to emerging threat areas – often with little or no notice – to conduct clearing operations and bolster struggling conventional forces. Furthermore, commandos are often used as holding forces after successful operations due to limited follow-on ANP or ANA forces to secure cleared areas. If continued, the ANASOC's high operational tempo risks degrading its effectiveness due to combat weariness.

The ANASOC continues to make strides in incorporating intelligence into operations. In particular, the development of a Network Targeting Center has allowed them to build targets based on Afghan reporting through the *Nasrat* intelligence fusion center. Although the ANASOC are increasingly using Afghan-derived intelligence within their targeting cycle, their capability is limited and they rely heavily on coalition information and support. ANASOC capability gaps include a lack of organic intelligence collection assets and insufficient logistics and maintenance capabilities due to reliance on the ANA corps for support. Additional TAA priorities with the ANASOC include improving soldier proficiency through the ANASOC School of Excellence, enhancing mission command abilities, logistics operations during combat operations, and further improving network targeting and collection.

### ***Ktah Khas***

The *Ktah Khas* is a light infantry special operations battalion consisting of three operational companies, a training company, a military intelligence company, a female tactical platoon, and several sections that enable and support the strike forces. *Ktah Khas* platoons and companies are accomplished in independently conducting counterterrorism raids and vehicle interdictions utilizing both ground and air mobility platforms.

Throughout this reporting period, the *Ktah Khas* conducted numerous counterterrorism operations across the country in addition to supporting conventional ANA forces in clearing operations. The *Ktah Khas* also furthered its relationships with various ANDSF intelligence organizations and expanded its secure communications capabilities to enable more effective target development, execution, and coordination.

### ***Special Mission Wing***

The Special Mission Wing provides expeditionary reach for the ASSF in conducting counterterrorism and counternarcotics missions designed to disrupt insurgent and drug smuggling networks in Afghanistan. The SMW enables ASSF helicopter assault force raids and provides overwatch, ISR, resupply, and CASEVAC for ASSF operations using both fixed-wing and rotary-wing platforms. Due to the topography and security environment of Afghanistan, this aviation support denies insurgents, terrorists, and drug trafficking networks freedom of movement and safe haven within Afghanistan. The SMW currently has three fully operational squadrons. The 1<sup>st</sup> and 2<sup>nd</sup> Squadrons are located in Kabul, and the 3<sup>rd</sup> Squadron is located at Kandahar Airfield.

The SMW consists of approximately 509 personnel. In addition, there are currently more than 100 personnel undergoing the entry process, which requires background and security checks,



English proficiency testing, as well as an interview with the SMW commander prior to final acceptance. The SMW is continuing its recruiting efforts to meet the long-term goal of filling its *tashkil* by December 2017. To achieve this objective, the SMW must recruit 30 individuals per month. The SMW and ANASOC have developed a strategy designed to meet these goals while retaining quality, vetted personnel.

### Airframes

The SMW now possesses 29 of 30 authorized Mi-17V5s, 6 of 6 Mi-17V1s, and 17 of 18 authorized PC-12s (see Figure 12).

**Figure 12: Summary of SMW Airframes and Pilots\***

Type of Aircraft	Inventory	Planned	Fully Trained Pilots	Qualified Crews
Mi-17 <sup>44</sup>	35	36	74	16
PC-12	17	18	34	8
<b>Total</b>	<b>52</b>	<b>54</b>	<b>108</b>	<b>24</b>

\* as of November 2015

### *Mi-17*

The primary mission of the Mi-17s is to enable ASSF helicopter assault force raids for both counternarcotics and counterterrorism missions. Additionally, the Mi-17s are used to conduct resupply operations, CASEVAC, and quick reaction force and personnel movement. The SMW is currently manned with 74 Mi-17 pilots. All of the rotary-wing pilots have graduated from initial entry rotary training or previously have been rated as Mi-17 or Mi-35 pilots.

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<sup>44</sup> This includes the Mi-17V5 and Mi-17V1 variants.

### *PC-12 Aircraft*



The PC-12s provide overwatch to ASSF ground assault forces and helicopter assault force raids during both daytime and night time operations.

PC-12 crews require a mission-qualified aircraft commander, co-pilot, and mission system operator. The SMW is currently manned with 34 PC-12 pilots. Nearly 90 percent of PC-12 pilots had no previous flight experience prior to initial training, but they are demonstrating progress.

### *Sustainment*

Currently, the SMW does not possess the ability to conduct the necessary maintenance and repair of assigned airframes and relies on contract logistics support to maintain its fleet. As new Afghan aircraft mechanics complete their training, they are beginning to support the maintenance effort. Ninety percent of the SMW's costs consist of CLS, fuel, training, and parts with the remaining 10 percent comprising salaries and incentives, facilities, and food and clothing. Reflecting its dual counterterrorism and counternarcotics missions, the DoD Counternarcotics Fund provides 40 percent of the SMW's funding, while the remaining 60 percent is from ASFF. ASFF is the primary means of funding contracted maintenance for the SMW, and funds have been programmed through U.S. FY 2020. However, there is an expectation that some level of contracted maintenance support will continue after 2020. The SMW and the coalition's SMW Special Operations Advisory Group have begun instituting a five-year maintenance training plan with the goal of ensuring that the SMW has the technical skill-sets necessary to sustain its fleet by December 2020.

### *Operations*

Based on tactical conditions, the MoD has consistently turned to the SMW to conduct challenging missions throughout the country. Throughout fighting season 2015, the ASSF, and the ANDSF overall, relied heavily on the SMW, resulting in a higher expeditionary operational

tempo. ANA corps increased their requests for CASEVAC, air movement, and resupply operations, which reduced the SMW's availability to support the ASSF and conduct training. During the reporting period, the SMW improved its CASEVAC capabilities and provided in-flight care to wounded ASSF soldiers. The SMW Special Operations Advisory Group training plans have assisted the SMW streamline CASEVAC processes including notification procedures, execution, and the effective integration of MEDEVAC trainers.

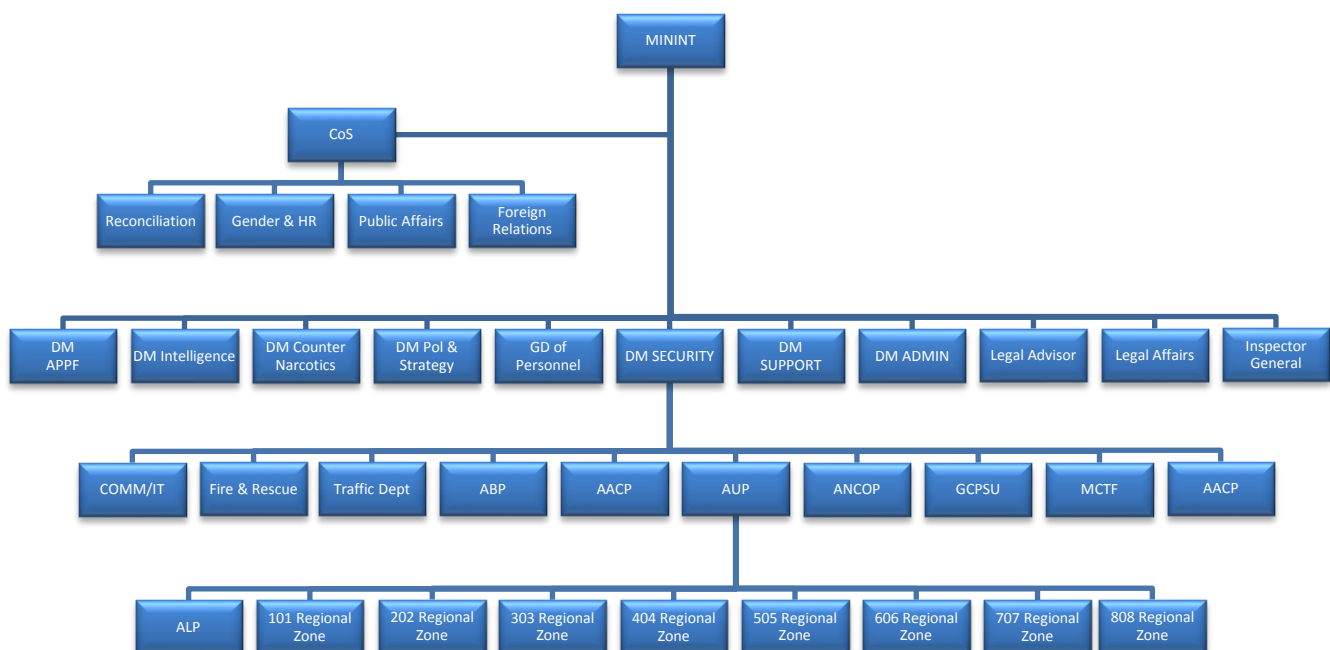
## SECTION 5 – MINISTRY OF INTERIOR AND AFGHAN NATIONAL POLICE

### 5.1 MINISTRY OF INTERIOR

The MoI oversees the ANP, which includes four pillars and three sub-pillars with specific focuses on providing security for specialized mission sets, investigations, and supporting counterterrorism and counterinsurgency operations (see Figure 13 for MoI organizational chart). Nur ul-Haq Ulumi has served as the Minister of Interior since January 2015. During this reporting period, the MoI undertook several reform efforts and implemented a number of leadership changes, including the appointment of 22 new general officers. The MoI also initiated a Policy Review Plan to revise and update MoI policies and procedures. Dedicated working groups are reviewing 87 out of 103 existing policies covering all functional areas. The results of this review will be finalized in early 2016 and will inform an organizational reform plan.

In addition to RS advisory efforts, a variety of international organizations continue to focus on the institutional reform of the Ministry of Interior and on the professionalization of the ANP. These organizations include the European Union Police mission, the German Police Project Team, and several other smaller entities.

*Figure 13: Ministry of Interior Organizational Chart*



The overall MoI authorized end strength includes positions for the MoI headquarters and the ANP pillars (see Figure 14 for MoI authorized end strength for the current reporting period and the previous two years). The Afghan government also funds more than 9,500 civilian positions for the MoI. Although the ALP are now aligned more directly under the AUP, ALP numbers are not included against the overall MoI authorized manning levels.

**Figure 14: Ministry of Interior Manning Authorization**

<b>Police by Pillar</b>	<b>Solar Year 1392</b>	<b>Solar Year 1393</b>	<b>Solar Year 1394</b>
Afghan Border Police	23,435	22,955	23,316
Afghan National Civil Order Police	14,588	15,223	16,203
Afghan Uniform Police	85,160	90,139	100,427
Institutional Support	7,791	7,700	15,127
Ministry of Interior Headquarters	6,889	6,959	
Afghan Anti-Crime Police	10,148	10,864	1927
TTHS Accounts	6,000	3,000	0
<b>Total Police Authorized</b>	<b>154,011</b>	<b>156,840</b>	<b>157,000</b>

## **Resource Management and Procurement**

As with the MoD, this was the first year that the MoI participated in an integrated program and budget development process with the relevant government ministries, the coalition, and representatives from the international donor community. This process resulted in an Afghan and coalition agreed upon program for SY 1395-1397. Despite an improved planning process, budget execution remains a challenge. RS advisors are working with the MoI to expedite the approval of more than 160 current contracts for goods and services that are at risk of lapsing due to poor budget execution. As of November 2015, the MoI had only awarded 32 of these contracts. The coalition also assisted the MoI draft requirements for their Draft Prioritized Procurement Plan (DPPP) for SY 1395. Although considerable challenges remain, the development and implementation of this new procurement plan represents a significant step forward for the MoI when compared to the previous planning cycle.

The MoI struggles with accountability within resource management processes, but it has taken positive steps to address this persistent issue. During the reporting period, the MoI signed a bulk fuel policy and began conducting fuel inspections of ANP units. In September 2015, MoI mobile teams completed some of the first fuel consumption and management inspections at the Kabul Police Headquarters and the Kapisa Provincial Police Headquarters and continued expanding across the country over the next few months. Although 15 fuel inspections and two

general officer bulk fuel shuras had been completed by October 2015, improving consumption reporting to address transparency and accountability remains a work in progress.

To address these resource management and procurement challenges, the MoI has continued to develop its subject matter expert program. This network of subject matter experts report directly to the MoI Procurement Directorate and provide a strong tracking system on all procurement-related processing issues and decisions. As of November 2015, 244 subject matter experts have been hired, 180 are employed at each of the 34 provinces with several allocations to the MoI headquarters. By having trained personnel assist national and provincial level financial staff with the proper methods for processing and executing financial related actions, this program has already shown signs of increasing capacity horizontally and vertically.

## **Legal Affairs**

The MoI capacity to combat corruption and increase reporting of, investigate, and act upon allegations of GVHR remains limited in comparison to the MoD. The decentralized nature of the various ANP pillars, along with disparate levels of training and guidance from MoI headquarters, all contribute to a lack of transparency throughout the MoI. In addition, with coalition advisors no longer engaged at the tactical level, RS has limited visibility into how ANP units are implementing ministerial-level policies on the rule of law and prosecuting GVHR.

The MoI does not have a specific office with clear responsibility for leading GVHR investigations. Coalition rule of law advisors are working with the MoI to develop and refine a GVHR investigation process and to create a single office to conduct investigations. Moreover, unlike the courts-martial process in the MoD, the MoI relies on Afghanistan's civilian criminal justice system to adjudicate GVHR allegations against ANP and ALP personnel. As a result, the MoI must refer all investigations to the AGO in the Ministry of Justice. The MoI lacks consistent follow-up on investigations referred to the AGO. Additionally, cases may sit at the AGO without action due to a lack of staffing or MoI-provided evidence. Currently, there is a draft cipher between the AGO and the MoI to improve inter-ministerial coordination. If this cipher is signed and acted upon, it will be a positive step forward.

CSTC-A efforts to assist the MoI provide human rights training for its police force include contracting a team of Afghan legal trainers to conduct train-the-trainer courses with MoI and ANP personnel. This team of Afghan legal trainers also provides basic legal and human rights training to individual police patrolmen. During this reporting period, more than 830 police personnel completed some form of MoI legal training.

The recent appointment of MG Rahimullah Borhani as MoI Inspector General in July 2015 and his initial efforts to increase oversight and address corruption are encouraging. Coalition advisors have been working with the IG staff to develop their technical capacity to conduct inspections and improve reporting mechanisms to implement the MoI's Ministerial Internal Controls Program more effectively. The MoI is also taking steps to address challenges with internal coordination on corruption issues. On August 5, 2015, Minister Ulumi issued a cipher tasking the MoI Intelligence Director, CID, IG, and the Afghan Anti-Crime Police (AACP) to

cooperate more closely through an anti-corruption body. RS advisors are coordinating with the MoI as they develop this organization.

## **Personnel Management**

Train, advise, and assist efforts for MoI personnel management and force generation processes focus primarily on increasing accountability, readiness, and training. AHRIMS slotting continues to rise, with the ANP inputting over 90 percent of total end strength by October 20, 2015. Though this is only a four percent increase since the end of the last reporting period, the MoI has made modest progress in leading a deliberate process to improve the accuracy of individual AHRIMS records. Although the MoI's train-the-trainer contract for AHRIMS will lapse at the end of 2015; MoI personnel are prepared to continue the training program themselves to increase their capacity. The MoI is also deploying nine official MoI subject matter experts to the provincial level to assist with AHRIMS implementation. Furthermore, MoI mobile identification card teams are continuing their efforts to provide identification cards to all ANP personnel, which will assist with AHRIMS slotting and enhance personnel accountability. As part of a major effort to reduce the incidence of "ghost soldiers" within the ALP, as of November 30, 2015, MoI staff had issued ID cards to 25 percent of ALP personnel and are working to close the gap for the remaining 75 percent in 2016.

Currently, more than 14,800 of the approximately 28,000 ALP members rely on "trusted agents"<sup>45</sup> to deliver monthly salaries, allowing ALP and local officials to siphon salary payments. Coalition TAA efforts are supporting the MoI as it prepares to adopt the APPS to increase personnel accountability and better manage salary payments. To encourage full implementation by early 2017 as planned, CSTC-A will place conditions on its SY 1395 commitment letter for APPS funds. CSTC-A will provide full funding for only authorized *tashkil* positions with personnel who receive payment electronically and will fund all other positions at 80 percent. Implementation of the APPS will also help facilitate the eventual transfer of management of the Law and Order Trust Fund, which pays the salaries of up to 157,000 police, from the UN Development Program to the MoI. RS advisors continue to work closely with UN donor leads and the European Union Police mission chief on this transition.

Personnel slotting in AHRIMS, issuing ID cards, and implementation of the APPS are all aspects of the MoI's plan to create an end-to-end electronic personnel management system since many ANP pillars continue to rely on manual systems for personnel accountability and management. Coalition advisors are working with MoI staff to develop policy and procedural changes that will ensure new recruits complete basic training before receiving an ID card or have their information entered into any of the electronic systems to ensure a fully trained and accounted for member of the ANP. With various interconnected systems, RS advisors are working with the MoI to increase horizontal coordination, ensure effectiveness, and maintain international donor support.

Significant gaps remain in training and operational readiness rates across all ANP forces. Over the last six months, the lack of an operational readiness cycle has degraded ANP effectiveness. In particular, the ANCOP and the General Command of Police Special Units (GCPSU)<sup>46</sup> often

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<sup>45</sup> Trusted agents are personnel charged with personally delivering salary payments to the recipients in cash.

<sup>46</sup> The GCPSU is the special forces component under the MoI.

deployed multiple *kandaks* at a rate that is unsustainable over time. Going into the winter, RS TAA efforts have focused on increasing ANCOP and GCPSU policing power by rebuilding readiness and manpower. Additionally, the ANP Training General Command has developed a comprehensive winter training surge plan to address the approximately 15,000 untrained AUP and 6,000-8,000 untrained ALP nationwide over the next several months. As of November 2015, the ANP had approximately 7,100 soldiers in the training pipeline, well ahead of coalition expectations, to help rectify training shortfalls.

## **Logistics and Maintenance**

The national-level MoI Logistics Department oversees the MoI Support Command, Materiel Management Center, Transportation Battalion, National Logistics Center, 22 bunkers, and the Regional Logistics Centers. Due to the National Logistics Center location in Wardak Province west of Kabul, the coalition is only able to provide direct, on-site TAA on a monthly basis. The ANP have nine Regional Logistics Centers, each with one Regional Maintenance Center, that provide the ANP with regional field maintenance and supply chain management capability. Despite this capacity and an efficient organization and layout of warehouse operations, the MoI frequently requires direct coalition support to develop, process, manage, and maintain nearly all contract actions to sustain ANP forces.

In general, ANP personnel have a good understanding of the current, paper-based MoI-14 form process,<sup>47</sup> but the process is lengthy and can be inefficient. For example, there is no accountability for canceling orders within the MoI-14 process, which often results in items being delivered that are not needed. Core-IMS adoption is stronger at the national level where the ANP has demonstrated proper accountability of serial number items, such as weapons and vehicles. At the regional level, Core-IMS is not widely utilized; however, existing ANP internal controls have assisted with managing inventory and maintaining accountability. As with the MoD, electrical outages, network connectivity challenges, and insufficient training continue to hamper Core-IMS utilization at both the regional and national levels. Additionally, the MoI has not established a Core-IMS program management office within the authorized *tashkil* creating a persistent personnel gap that further hinders Core-IMS adoption and implementation.

The ANP uses a contract with Automotive Management Services (AMS) to provide maintenance for the MoI vehicle fleet and supply chain management for vehicle repair parts. The AMS contract is continuing to work well for the ANP at the national and regional levels as evidenced by operational readiness rates consistently at 90 percent or higher. AMS has ten regional maintenance centers that are performing in accordance with their contract by providing maintenance support and repair parts management. AMS also allows coalition forces to maintain visibility and accountability of the ANP ground wheeled vehicle fleet of more than 47,000 vehicles in order to meet end-use monitoring requirements. To ensure long-term sustainability of their logistics and maintenance capability, the MoI and ANP continue to develop a National Maintenance Strategy to replace the AMS contract. Although the current contract-based system is effective at maintaining high operational readiness rates in the near-term, the National

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<sup>47</sup> The MoI-14 is the basic form used to request items and supplies within the ANA Logistics Command.



Maintenance Strategy will focus on training junior and senior ANP leaders on maintenance and supply chain management operations to build a sustainable capacity over the long-term.

## **Strategic and Operational Planning**

During this reporting period the MoI demonstrated an improved strategic planning capability and delivered several strategic planning documents. RS advisors focused on assisting the MoI to complete annual updates to their primary strategy documents, the *Ministry of Interior Strategy* (MIS) and *Ministry of Interior Strategy Plans* (MISP). The MoI has also established several initiatives to monitor implementation of the MIS and MISP to enhance overall MoI headquarters understanding of conditions at the operational level to inform strategic-level planning more fully. These efforts include creating a Monitoring and Evaluation Department at MoI headquarters and Analysis and Assessment Offices and Strategy and Policy Offices at the ANP zone level. Additional RS TAA activities to develop the MoI's planning capability included supporting the revision of a new Strategic Planning Directive completed in October 2015, which provides MoI guidance down to the provincial chief of police level and will inform the 2016 MoI strategic documents review.

Improvements in the MoI operational planning capability have lagged behind the recent gains in strategic planning. ANP commanders must become more adept at translating ministerial-level guidance into operational plans for the ANP to execute and coordinate with their ANA counterparts. Although ANP leaders have begun working more closely with their ANA counterparts on deliberate, planned operations, ANP operational planners are often less involved in planning for larger ANDSF counter-offensive operations and crisis situations. Overall deficiencies in the planning process reflect the challenges associated with the decentralized nature of the MoI and its various force pillars.

## **Intelligence**

The MoI continues to capitalize on its strength in human intelligence; however, significant gaps remain in areas such as analysis, information sharing, and employment of intelligence capabilities to support operations. Implementing intelligence-led policing throughout all ANP pillars remains a challenge. Moreover, ANP forces in rural areas often lack the capacity and basic knowledge to conduct intelligence-led operations effectively. The MoI's Police Intelligence Training Center's has expanded its use of mobile training teams to help address this critical deficiency. In addition, the MoI's unwillingness or inability to release budgeted operational funds for intelligence activities hinders every action from purchasing office supplies to recruiting and maintaining intelligence sources.

The Directorate of Police Intelligence has become increasingly capable at providing quality analysis and targeting information for operations by relying on human intelligence and its most mature intelligence capability, the Network Targeting and Exploitation Center (NTEC). Although the DPI expanded its use of the National Information Management System as a secure platform for intelligence reporting, analysis, and dissemination, NIMS connectivity at the provincial level remains an area for improvement. DPI liaison officers in the Combined Joint Operations Center (CJOC) at Resolute Support headquarters also use NIMS to facilitate better

intelligence exchanges between the coalition and the MoI. The MoI is also improving its coordination and intelligence integration with the MoD and NDS through the MoD's NMIC and through tactical fusion cells in support of ANA corps operations.

## **Strategic Communication**

As a result of the overall improved MoI budget development process, budget planning for strategic communications significantly improved during the second half of 2015. The MoI is well manned, trained, and equipped for this function and is fully capable of conducting independent messaging. However, as with the MoD, leadership emphasis on strategic communication is limited and the capacity is under-utilized.

Coalition advisors continue to focus TAA efforts on public affairs, strategic communication, information operations, and religious and cultural affairs. In conjunction with RS, the MoI developed a new public affairs curriculum at the police academy to prepare new officers to engage more effectively with the media. Other efforts this reporting period included the development of an MoI cellphone application to provide journalists and citizens easy access to MoI information, news, and threat reporting.

Local media engagement remains a crucial MoI strategic communication gap. In general, MoI officials frequently do not engage the local press and community on the conduct of clearing operations. However, during Operation Iron Triangle, district and provincial leaders east of Kabul were effective in communicating the intent and progress of the operation to their local populations.

## **Gender Office Efforts**

This reporting period the MoI's gender integration efforts maintained their positive trajectory. As of October 20, 2015, there were approximately 2,200 women within the ANP forces with the goal of reaching more than 3,000 by the end of the 2015. This includes nearly 400 women participating in an officer training program in Sivas, Turkey. By facilitating training outside of Afghanistan, this program allows women to avoid cultural obstacles and societal norms that would impede in-country training. Moreover, Afghan women have cited the focused, international experience as a major draw. The women's training program in Turkey has been so successful that it is serving as a model for the development of a similar program for women in the MoD. Within Afghanistan, the MoI plans to place 150 additional recruits in a four-year training program at the National Academy of Police in the coming months. Additional coalition efforts with the MoI include ensuring women have the required equipment, training, and uniforms; developing childcare services; and creating and resourcing a Human Rights and Gender directorate. Although these efforts and progress are laudable, a majority of the MoI's 5,000 women-coded *tashkil* positions remain filled by men.

## 5.2 AFGHAN NATIONAL POLICE

The ANP maintain civil order, reduce corruption, and prevent the cultivation, production, and smuggling of illegal narcotics. The role of the ANP is to meet the expectations of the Afghan public regarding the security of individuals and the community and the safeguarding of legal rights and freedoms. Although the current focus of the ANP is to combine their capabilities with the ANA to fight the insurgency, the long-term goal for the ANP remains the transition to a more traditional community police force. Currently, ANP forces are often on the front lines during the “hold” phase of counterinsurgency operations. However, they are not sufficiently trained or equipped for traditional counterinsurgency tactics as they have limited crew served weapons, anti-armor weapons, armored vehicles, or ISR assets.

The ANP have sustained a disproportionately higher number of casualties than the ANA due to inadequate training and equipment, poor planning processes, and a sub-optimal force posture that leaves ANP forces vulnerable at static checkpoints. In addition, the ANP are often influenced by local power brokers or misemployed as personal bodyguards. Despite these challenges, public confidence in the ANP’s ability to provide local security remains at 70 percent.<sup>48</sup>

The AUP, ABP, and ANCOP headquarters are generally rated as capable, but are not fully operational or adequately effective. The AACCP have developed highly technical and skilled police capabilities, particularly in criminal investigations and anti-terrorism operations.

### Afghan National Police Strength

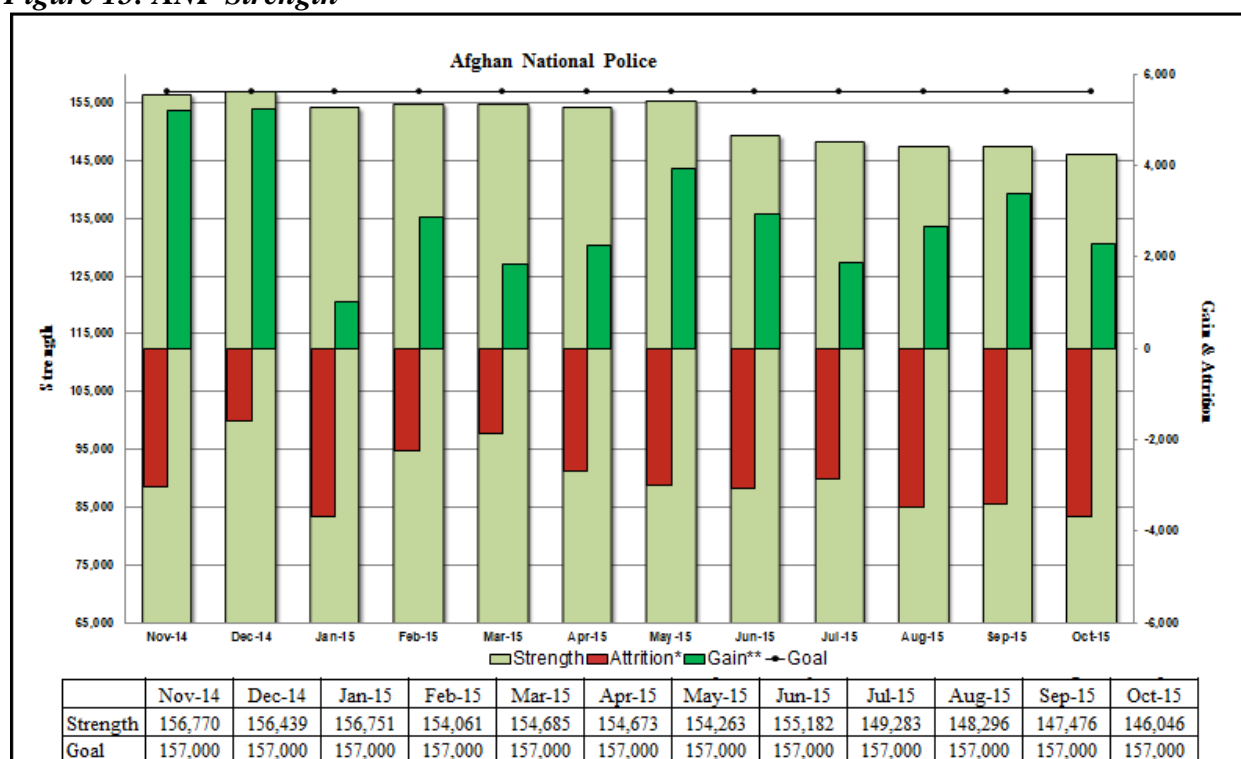
The ANP have an authorized end strength of up to 157,000 personnel. As of October 20, 2015, the ANP had reportedly filled 93 percent of their total *tashkil* with approximately 146,000 personnel (see Figure 15). This end strength does not include approximately 6,500 students in the police academy and other training centers inside and outside of the country.

Although overall end strength decreased when compared to the previous reporting period, this is primarily attributable to an ANP personnel review in May and June 2015 which revealed that nearly 6,000 personnel were being double-counted between various ANP pillars and MoI headquarters. During this reporting period, monthly personnel gains increased slightly; however, monthly attrition varied between 1.9 and 2.3 percent, slightly higher than the previous reporting period.

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<sup>48</sup> ANQAR Survey, Wave 29, September 2015.

**Figure 15: ANP Strength**



Note: The ANP strength depicted above includes the AUP, the ABP, the ANCOP, and the AACP.

\* Attrition encompasses all unplanned and planned losses.

\*\* Gain includes all gains (recruits, re-accessions, and return from dropped from the rolls) to ANP strength during the reported period.

Women comprise 1.5 percent of total ANP end strength with approximately 2,200 policewomen. This includes almost 400 women scheduled to graduate from a six month officer training course in Sivas, Turkey in December 2015. Due to the nature of the duties of the police and the closer proximity of ANP forces to their homes, the ANP continues to have more success at recruiting women than the ANA.

### Afghan National Police Structure

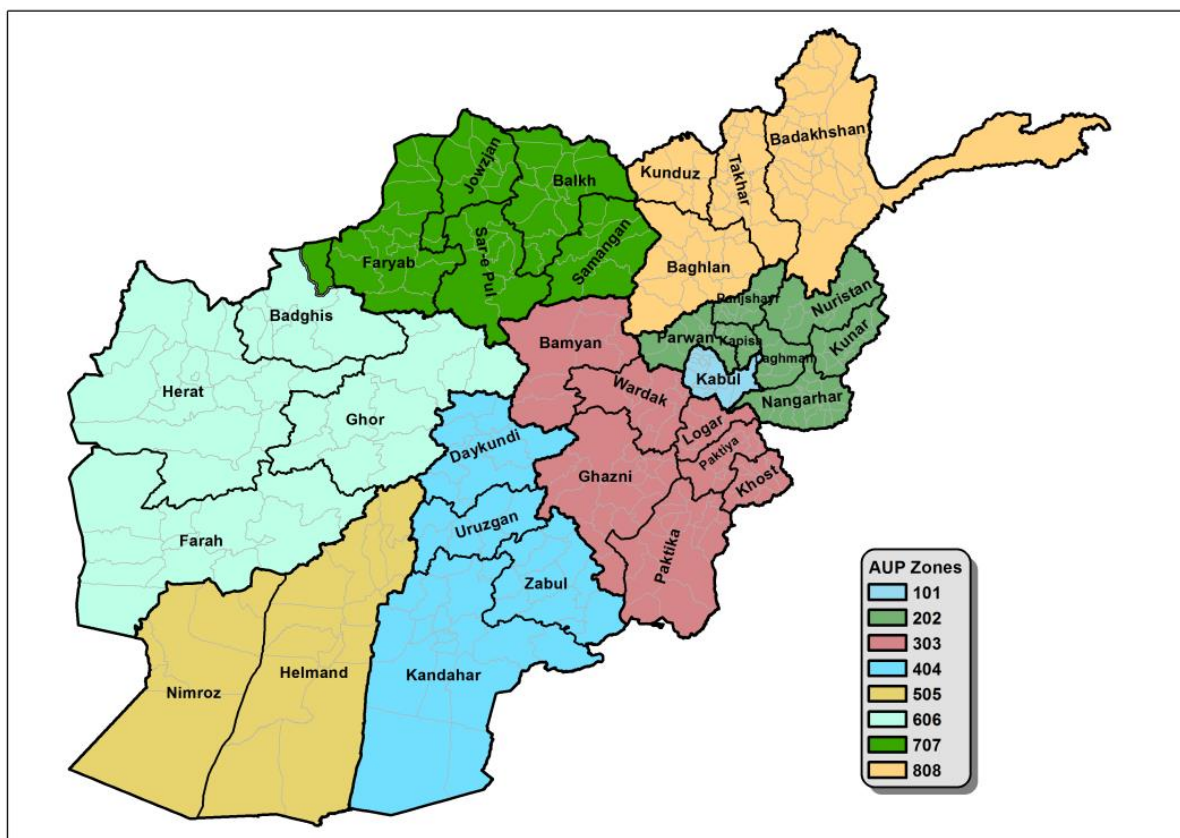
The ANP is composed of four pillars – the AUP,<sup>49</sup> the ANCOP, the ABP, and the AACP – the GCPSU, and three sub-pillars. The sub-pillars – the ALP, the Afghan Public Protection Force (APPF), and the Counter Narcotics Police of Afghanistan (CNPA) – are not counted as part of the 157,000 *tashkil* but provide additional security under the MoI.

The MoI's plan to replace various Type A headquarters with seven ANP regional zones plus a Kabul-area zone was postponed for several months due to a delay in President Ghani and Chief Executive Abdullah's approval of the new zone commanders. As of the end of this reporting period, five of the eight zone commanders had been appointed, and the MoI is continuing to

<sup>49</sup> The latest *MIS* refers to the AUP as the Afghan Security Police, which includes Provincial Police Headquarters, District Police Headquarters, Police Precincts, Traffic Police, and the General Directorate of Firefighting and Emergency Response.

implement the transition to the new zone structure (see Figure 16 for the new ANP zone structure). The MoI is also identifying personnel to staff the new ANP zone headquarters. With seven zone commanders reporting to MoI headquarters, instead of the current system of 34 provincial chiefs of police, the new ANP zone structure will enhance command and control of all ANP forces. These new ANP zones will largely align with the ANA corps regions, which will facilitate better cross-pillar coordination. This new structure and corresponding ANP zone headquarters staff will not change the authorized *tashkil*.

**Figure 16: New ANP Zones**



### ***Afghan Uniform Police***

With its current 86,000 person end strength, the AUP is the largest police agency in Afghanistan and the primary police force that the local populace will encounter in their daily lives. The AUP consists of the traffic police, the fire and rescue departments, and a provincial police headquarters in each of the 34 provinces.

The mission of the AUP is to maintain the rule of law and provide security and civil order, prevent cultivation and smuggling of narcotics, and prevent the smuggling of weapons and other public property like historical and cultural relics. Other duties of the AUP include the detention of criminal suspects to be handed over to the judicial system, maintenance of reliable security measures for key infrastructure including roads and facilities, collection of intelligence regarding

the insurgents, and the provision of firefighting and rescue services during natural or man-made disasters. Leadership across AUP units varies, but generally senior MoI and AUP leaders do not empower the lower levels to make decisions. Moreover, local AUP units and leaders are susceptible to influence by local power brokers and government officials.

### ***Afghan Local Police***

The ALP provides security within villages and rural areas to protect the population from insurgent attacks, protect facilities, and conduct local counterinsurgency missions. ALP personnel are recruited in concert with local elder approval and employed within villages to provide local security and prevent the spread of enemy influence and activity in that area. The current ALP end strength is approximately 28,000 out of an authorized end strength of 30,000. Of the 30,000 authorized ALP positions, more than 2,300 "ghost" and 1,000 absentee ALP personnel have been removed from the rosters in recent months. An estimated 6,000-8,000 ALP members are untrained, although the MoI is undertaking several efforts to address this shortfall during winter 2015-2016. While the ALP is not authorized to perform law enforcement missions, they do have the authority to detain criminals and insurgents temporarily for transfer to the AUP or ANA.

The ALP are frequently misemployed, which degrades their mission success. When tactically employed within 1 kilometer of their village as intended, the ALP serves an important part of the ANDSF provincial layered security construct. In practice, however, ALP personnel are often employed as far as 10 kilometers or more away from their villages, undermining their presence as a police force with connections to the local community. ALP misemployment also includes their use as personal bodyguards for provincial council members, district governors, and other local power brokers. A key factor contributing to the misuse of ALP forces is the role of provincial chiefs of police who as Presidentially appointed officials may be susceptible to political influences and often lack fundamental knowledge of or experience with managing police forces. Successful ALP units are more frequently observed in areas in which the previous ISAF mission maintained a persistent coalition presence with prior forms of local security forces.

Following the June 2015 transition of the ALP to align more directly under the command and control of the AUP, the MoI initiated an assessment of ALP districts for personnel accountability and capability. As of November 22, 2015, 164 of 170 district assessments had been completed. Minister Ulumi subsequently issued a cipher with the assessment results and recommendations for how to improve the ALP. The assessments also identified 2,200 ALP who were under the control of local powerbrokers. Resolute Support officials have taken steps to direct the withholding of payroll disbursements and condition future ALP funding pending significant MoI reforms to address this issue. The coalition is working with MoI leadership on implementation of the MoI's plan to eliminate the use of ALP by regional power brokers and to enhance overall accountability and transparency within the ALP.

In October 2015, the Special Inspector General for Afghanistan Reconstruction (SIGAR) published an audit report on the ALP that included seven recommendations to ensure that the ALP is responsibly managed and sustained and to improve oversight of U.S. funds. SOJTF-A, which conducts TAA with the ALP, concurred with six of SIGAR's recommendations. In

response to the seventh recommendation, CSTC-A has undertaken a comprehensive audit of multiple aspects of the ALP payroll process that will address various issues raised in the SIGAR report.

### ***Afghan National Civil Order Police***

The ANCOP provides the primary offensive capability within the ANP. The ANCOP mission includes dealing with civil unrest and reacting to insurgent activities in remote and high-threat areas. The ANCOP also conducts civil order presence patrols and provides response capabilities to handle crisis or counterterrorism events in urban and metropolitan areas and to mitigate violent public incidents. ANCOP units support the ANA during clearing operations providing intelligence, tactical support, and manpower to hold and secure terrain as it is seized. With approximately 15,000 personnel, the ANCOP has remained close to its authorized manning level of 16,000.

During the reporting period, the ANCOP were involved in all major offensive and counter-offensive operations conducting highway security and clearing operations. Notably, the ANCOP are the primary police element to plan and execute cross-pillar operations in the hold phase of the counter-insurgency operations. A high operational tempo this reporting period resulted in nearly all of the ANCOP's 33 *kandaks* being deployed and engaged in the fight at any given time. This contributed to combat weariness and readiness shortfalls. RS advisors are training, advising, and assisting ANCOP and MoI leadership as they attempt to improve their equipment and manpower readiness over the winter.

### ***Afghan Border Police***

The Afghan Border Police's mission is to secure and safeguard national borders, provide security at Afghanistan's international airports, and maintain security in the border security zone – which extends 50 kilometers into the territory of Afghanistan – in order to deter terrorists, criminal groups and smugglers. This includes securing and patrolling border and control entry ports, such as airports and border-crossing points, and guarding against the illegal entry of persons, weapons, narcotics, and other goods. ABP forces along the border are trained and equipped with rifles, light and heavy machine guns, rocket-propelled grenades, and 82mm mortars. The ABP end strength remains within a few hundred of its authorized 22,000 level.

ABP responsibilities are categorized into two distinct sets: a paramilitary mission and a more traditional border police-type mission. This dual mission supports the overall ANDSF model of achieving layered security and unity of effort with both ABP and ANA forces along the borders. The paramilitary mission involves providing security in the 50 kilometers zone around Afghanistan's border. The policing mission involves providing border security and customs operations at crossing points and airports. Although the Afghan Customs Police currently fall under the ABP, they will eventually be transferred to the Ministry of Finance.

Under the SY 1394 *tashkil*, the ABP is organized under one central headquarters located in Kabul and seven zones – compared to six zones last reporting period – largely aligned with the ANA corps and the new ANP zones. This additional zone was formed by dividing sections of

the former 806th zone. Each zone has its own brigade headquarters element, response units or quick reaction forces, training unit command, several battalions, and border crossing point traffic control points.

ABP units are generally rated as capable despite several administrative and logistical challenges in support and sustainment. For instance, because the ABP operates in some of the most rugged and remote terrain in the world, connectivity to AHRIMS and systems to support the APPS is limited. In addition, many of its checkpoints and outposts along the eastern border with Pakistan are accessible only during favorable weather and require extensive planning and coordination in order to resupply them with basic life support items.

### ***Afghan Anti-Crime Police***

The AACP provides specialist police expertise and counterterrorism, anti-corruption, criminal investigation, biometrics, forensics, and specialized security detail support. Coalition subject matter experts work side-by-side with their Afghan counterparts in the AACP's forensic and biometric programs to support evidence-based operations.<sup>50</sup> AACP personnel also work closely with criminal investigators, prosecutors, and judges to ensure that the police remain the primary face of the rule of law. AACP structures include the AACP headquarters, the Criminal Investigation Division, and the Counterterrorism Police division. With 1,927 police officers, the AACP manning has stayed close to its full end strength as authorized under the current SY 1394 *tashkil*.

AACP officers in the provinces are often not well suited to their roles. Frequently these personnel lack critical police operations or investigative skills and experience in a professional police force, and often receive their posts through parliamentarian or civilian government leader influence. In addition, the loss of elements of the AACP to the CNPA and GCPSU over the last year has degraded overall AACP capabilities and exacerbated intelligence and investigative coordination challenges within the MoI. Although the Counterterrorism Police division has been developing its ability to gather intelligence and arrest personnel related to terrorist planning and facilitation, more time, training, and technical mentorship is required to develop overall AACP capabilities fully.

### ***General Command of Police Special Units***

The GCPSU provides the ANP with a capability to conduct evidenced-based operations, high-risk arrests, and respond to high-profile attacks. The GCPSU often provides rapid response to critical situations such as emergencies or hostage situations. The approximately 6,000-personnel GCPSU is responsible for the command and control of all MoI special police units, including 3 National Mission Units, 33 Police Special Units, and 19 Investigative and Surveillance Units (ISUs). The GCPSU also operates two training facilities that provide tailored training to National Mission Unit and Police Special Unit elements.

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<sup>50</sup> Evidence-based operations entail arresting individuals for whom there is sufficient unclassified evidence to attain a conviction in an Afghan court of law.



Over the last several months the GCPSU was often deployed in operations to combat insurgent offensives in Kunduz, Faryab, Kandahar, and Uruzgan. This is a deviation from their intended role to provide direct support to counterterrorism operations against insurgents and their supporters, to counternarcotics and drug smuggling operations, and to combat the funding of terrorism. When faced with deteriorating security situations, provincial chiefs of police tend to utilize the GCPSU units in their area for normal police functions. This employment degrades units' ability to plan and train for high skill level operations. The new ANP zone command structure and improved oversight at the ministerial and operational levels may assist in improving GCPSU force employment.

### ***Afghan Public Protection Force***

The APPF is a state-owned enterprise under the authority of the MoI originally established to provide contract-based facility and convoy security services. The APPF currently guards key infrastructure, facilities, governmental and non-governmental public welfare projects, and other international projects. The APPF also escorts and protects convoys against insurgent attacks and provides security for NGOs and international organizations with diplomatic immunity and political agencies of foreign countries located in Afghanistan. In addition, the APPF is responsible for protecting facilities donated to the Afghan government by international organizations and the private sector. No set *tashkil* authorization exists for the APPF, and the force is largely funded by billing customers for contracted work. The coalition does not advise the APPF as part of the RS mission.

The APPF are continuing to assume security missions from Private Security Companies (PSC) as directed by Afghan Presidential Decree #62 in August 2010, which required that private security companies be disbanded. However, in August 2015 President Ghani signed Presidential Decree #66 which allows U.S. forces, NATO, and their respective contractors to use PSCs. The United States is working with the Afghan government to implement the provisions of Afghan Presidential Decree #66 as efficiently as possible. This provides U.S. and coalition forces with an important potential new force protection capability.

### ***Counter Narcotics Police of Afghanistan***

The CNPA is the lead ANDSF pillar for counternarcotics efforts. It consists of regular narcotics police and specialized units that are located in all 34 provinces. Specialized units include the Sensitive Investigation Unit, National Interdiction Unit, and the Intelligence Investigation Unit. The CNPA has approximately 2,800 personnel assigned, with approximately half in Kabul and the other half in the provinces. During the reporting period, the CNPA took decisive action against a number of senior Afghan government officials and their associates or family members for involvement in the drug trade demonstrating increased professionalism and dedication to the counternarcotics mission. For example, in August 2015, CNPA officers in Baghlan Province detained an ANA general officer after finding 18.7 kilograms of morphine hidden in his vehicle, and in September the Primary Court of the Counter Narcotics Justice Center convicted and sentenced a high-ranking ANA official for narcotics trafficking violations.

## **SECTION 6 – FINANCING THE AFGHAN NATIONAL DEFENSE AND SECURITY FORCES**

The ANDSF continue to be funded primarily by ASFF, a DoD appropriation. Additional funding is provided by the international community through contributions to the United Nations Development Program (UNDP) Law and Order Trust Fund for Afghanistan (LOTFA) and the NATO ANA Trust Fund (ANA TF), as well as by Afghan contributions. The ANDSF will continue to depend on coalition security and advisory assistance and donor financial assistance for 2016 and beyond. The Afghan government has committed to incremental increases in its contribution through the current “decade of transformation” ending in 2024. The U.S. is working with the ANDSF to bring costs down to a level sustainable for the U.S. and international community in the near-term and the Afghan government over the long-term.

### **6.1 HOLDING THE AFGHAN MINISTRIES ACCOUNTABLE**

CSTC-A continues to administer measures to ensure the Afghan government’s proper use of funds from the U.S. and international donors and partners. Good stewardship of U.S. taxpayer dollars remains a top priority for USFOR-A, which has incorporated the recommendations of independent agencies, the DoD IG, and SIGAR into its processes. CSTC-A continues to place stringent financial controls on U.S. and international contributions through a series of financial commitment letters with the MoD and the MoI. These letters establish expectations for the responsible management of ASFF, the NATO ANA Trust Fund, and the UNDP LOTFA. If the criteria spelled out in the commitment letters are not met, funding can be withheld until corrective steps are taken. These enforcement mechanisms underpin U.S. messaging to Afghan leadership that they must demonstrate accountability and transparency in the expenditure of donor funds.

### **6.2 U.S. CONTRIBUTIONS**

The United States provides the bulk of funding necessary to build, train, equip, and sustain the ANDSF through ASFF, an annual appropriation made available to the Secretary of Defense, with the concurrence of the Secretary of State, for the purpose of providing assistance to the security forces of Afghanistan. ASFF is a key enabler and center of gravity for the U.S. mission, providing the funding necessary for the ANDSF to succeed. The FY 2015 ASFF appropriation is \$4.1 billion, and an additional \$3.762 billion requested for FY 2016.

### **6.3 INTERNATIONAL CONTRIBUTIONS**

At the 2011 Bonn Conference, the international community agreed to support the training, equipping, financing, and capability development of the ANDSF beyond December 31, 2014. At the 2012 NATO Summit in Chicago, the international community reaffirmed its strong commitment to this process and to the financial sustainment of the ANDSF. Although Chicago was not a pledging conference, financial commitments made during or in the run up to the

summit totaled more than \$1 billion per year for 2015, 2016, and 2017 (in 2012 dollars).<sup>51</sup> At the 2014 NATO Summit in Wales, the international community reaffirmed its commitment to the financial sustainment of the ANDSF, and nations renewed their financial pledges.<sup>52</sup>

International donors provide funding on a bilateral basis or through one of two multi-lateral channels, the NATO ANA Trust Fund and the UNDP LOTFA. Approximately one-half of all international contributions for ANDSF sustainment reconfirmed at the 2014 NATO Summit in Wales are expected to flow through the ANA Trust Fund, with the remainder through the UNDP LOTFA.

DoD manages the NATO ANA Trust Fund on behalf of international donors to provide support and sustainment of the ANA. Since the beginning of the NATO ANA Trust Fund in 2007, 26 nations have contributed more than \$1 billion. For calendar year 2015, 25 nations have pledged \$416.6 million, and as of November 2015, the NATO ANA Trust Fund had received \$363.2 million in contributions.<sup>53</sup> Beginning in Afghan SY 1394, CSTC-A initiated a NATO ANA Trust Fund commitment letter with the MoD and the MoI using the same stringent controls included in ASFF commitment letters.

The UNDP has managed LOTFA since its inception in 2002. Today, the UNDP receives and manages donor contributions through LOTFA to pay the salaries of up to 157,000 members of the ANP and CSTC-A coordinates closely with the UNDP regarding the use of LOTFA. The Afghan government and UNDP signed a new project document for LOTFA in June 2015. The project document lays out a phased plan to transfer responsibility for payroll management from LOTFA to the MoI that may be completed as early as December 2016, if the necessary conditions for transfer are met.

To provide transparency and accountability of donor funding, donor nations have the opportunity to participate in the Kabul-based ANDSF Funding Oversight and Coordination Body (OCB), which receives regular briefings from the Afghan government and CSTC-A. Donor nations also have the opportunity to participate in the LOTFA Project Board and the ANA TF Board.

## **6.4 AFGHAN GOVERNMENT CONTRIBUTIONS**

The primary responsibility for sustaining the ANDSF in the future rests with the Afghan government. The 2012 NATO Chicago Summit Declaration on Afghanistan specifies that “as the Afghan economy and the revenues of the Afghan government grow, Afghanistan’s yearly share will increase progressively from at least \$500 million in 2015, with the aim that it can assume, no later than 2024, full financial responsibility for its own security forces.”

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<sup>51</sup> Commitments at the Chicago Summit were made in Euros and other national currencies. Due to fluctuations in exchange rate and the increased strength of the U.S. dollar, the value of funding to be provided by international donors in FY 2015 is estimated at approximately \$930 million based on November 2015 exchange rates.

<sup>52</sup> Donor commitments can be found in the classified annex.

<sup>53</sup> Pledging nations for 2015 are: Germany, Italy, Australia, Canada, Republic of Korea, Turkey, Norway, Netherlands, Luxembourg, Denmark, Azerbaijan, Finland, Portugal, Sweden, Czech Republic, Romania, Bulgaria, Estonia, Georgia, Latvia, Lithuania, Slovakia, Hungary, Belgium, and Montenegro.

The Afghan government committed to providing \$500 million in support of the ANDSF starting in 2015; however, the 2015 Afghan national budget only allocates \$411 million against this pledge. Although short of the goal, this contribution represents almost 20 percent of the overall Afghan government contribution to its budget and is primarily used to pay for food and subsistence for the ANDSF.

The lower than expected Afghan government contribution is in part attributed to exchange rate declines of the Afghani against the U.S. dollar from 2012 to 2015. Since the 2012 NATO Summit in Chicago, where the \$500 million was mutually agreed, the value of the Afghani has fallen over 22 percent relative to the U.S. dollar, and the Afghan government does not have the discretionary funds to cover the shortfall. The Afghan government also allocated additional security funding in 2015 to security institutions, such as the NDS and the Presidential Protective Service, that DoD and international donors do not consider to be eligible ANDSF expenses for the purposes of the Chicago Summit funding commitments.<sup>54</sup>

The United States and international donors are working with the Afghan government to clarify the expectation that it will increase its contributions toward Chicago Summit-eligible ANDSF expenses over time in accordance with Chicago Summit commitments. The United States is also working with the ANDSF to bring costs down to a level sustainable for the United States and international community in the near-term and the Afghan government over the long-term.

### **Efforts to Increase the Afghan Government's Financial Responsibility for the ANDSF**

The ability of the Afghan government to assume increased financial responsibility for the ANDSF is tied closely to functioning of the Afghan economy. The United States, the international community, the Afghan government, and civil society organizations work together in mutually reinforcing ways to support a sustainable Afghan economy. The Tokyo Mutual Accountability Framework (TMAF) provided a construct to help guide Afghan-led reforms, many related to economic and financial development, as international donors continue providing extraordinary levels of assistance. The TMAF has been replaced by the “Self-Reliance Through Mutual Accountability Framework,” which outlines the reform commitments of the Afghan government through 2018 and the principles of effective international donor assistance. Other international fora, such as the Asian Development Bank-sponsored Central Asia Regional Economic Cooperation program, the Heart of Asia Istanbul Process, and the Regional Economic Cooperation Conference on Afghanistan, provide opportunities for regional leaders to break down trade barriers, increase cross-border investment, and improve trade routes between Central and South Asia. The United States supports regional engagement through its New Silk Road initiative, with an emphasis on regional energy integration, trade and transport, customs and borders, and individual connections.

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<sup>54</sup> In addition to funding the ANDSF, the Afghan government counts the funding of other security institutions, such as the NDS and the Presidential Protective Service, toward its overall security budget of \$706 million. Although funding for these institutions is a positive contribution towards the security of Afghanistan, DoD and international donors do not consider the NDS or the Presidential Protective Service to be part of the larger ANDSF, as this would exceed both the ASFF authority and the intent of the broader international community. For purposes of those funding commitments made at the 2012 Chicago Summit, DoD and international donors define the ANDSF as limited to the ANA and ANP.

Most assessments suggest that Afghanistan's economy will not grow rapidly enough in the next five years to allow the Afghan government to assume a significantly larger share of the cost of security. Adjusting earlier forecasts, the World Bank now projects an economic growth rate of 1.9 percent in 2015,<sup>55</sup> and continuing slow recovery in the medium-term. In a best-case scenario, a growth rate in 2018-2020 comparable to the 9 percent average growth of 2003-2012 would mean approximately a one-third increase in gross domestic product (GDP) from 2016-2020. Assuming revenues grow in line with GDP, this would translate into an increase of approximately \$600-700 million in total annual revenues by 2020. Even if all of these proceeds contributed to funding MoD and MoI costs, this would cover only one-fifth of the total cost of Afghanistan's national security at current cost and force levels.

Lack of investor confidence, partly related to last year's delays in forming a new government, hampered economic growth. Many analyses in 2015 have also pointed to a larger than anticipated economic slowdown as a result of the withdrawal of international security forces, in addition to continued instability and insecurity in the country. President Ghani's broad-based reform agenda that seeks to encourage a sustainable economy has helped to bolster confidence to some degree; however, international economic assistance is required in order to promote President Ghani's economic development agenda. It is crucial that the National Unity Government delivers on its pledges to generate sustainable economic growth. The Afghan government has implemented a variety of incremental reforms that lay the foundation for its wider anti-corruption and economic development objectives, which include improving the investment climate and increasing revenues. To control non-security expenditures, the government passed a budget for the current solar year that decreases revenue assumptions to more realistic levels, curtails discretionary development spending, and minimizes year-on-year spending increases. The government has also pledged to move to a multi-year budget framework to enable better strategic planning and use of the budget as a policy tool.

CSTC-A continues to work with the Afghan government to ensure appropriate oversight of direct contributions to the MoI and the MoD. During this reporting period, CSTC-A continued its policy of placing conditional controls and requirements tied to funding in MoD and MoI commitment letters to facilitate and promote full transparency, accountability, and oversight of international donor and U.S. funding.<sup>56</sup> Based on lessons learned from the SY 1394 commitment letter process, CSTC-A is refining its commitment letters for SY 1395 to improve enforcement and incentivize strong performance.

Finally, CSTC-A is assisting the MoD and the MoI as they develop their resource management and procurement capacity. This effort focuses on strengthening the ANDSF's ability to manage their fiscal resources more effectively while helping to provide oversight of U.S. and international funding being spent by the Afghans. For instance, CSTC-A is integrating all ASFF- and LOTFA-funded forces into the AHRIMS in order to account for all personnel disbursements to ANDSF. Initiatives such as the MoI subject matter expert program, the MoD's nascent FAST program, and implementation of the APPS will help automate and streamline the

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<sup>55</sup> "Afghanistan Country Snapshot," The World Bank Group, October 2015.

<sup>56</sup> CSTC-A commitment letters stipulate how the MoD and the MoI allocate funding for the solar year and under what conditions funding is provided by CSTC-A. CSTC-A commitment letters also identify various legal constraints, such as the Berry Amendment and the Leahy law, on U.S. funding.

payroll process and reduce the incidence of paying for “ghost soldiers” receiving pay. As the ANA implements the APPS, CSTC-A plans to provide full funding only for authorized *tashkil* positions that are paid electronically and fund all other positions at 80 percent. During this reporting period, CSTC-A continued to perform and assist with independent assessments and audits to ensure appropriate scrutiny of Afghan financial processes and make recommendations for improving Afghan capabilities. Improving the ability of the MoD and the MoI to provide appropriate oversight and accountability of international funding for the ANDSF and developing Afghan capability in financial management will remain a core focus of the RS TAA mission.

## ANNEX A – RESOLUTE SUPPORT INDICATORS OF EFFECTIVENESS FOR THE MINISTRY OF DEFENSE AND THE MINISTRY OF INTERIOR

Essential Function	Indicators of Effectiveness
<b>EF 1:</b>  Planning, Programming  Budgeting,  and Execution	<ul style="list-style-type: none"> <li>- MoD and MoI are able to accurately identify requirements, programs, and funding over a three-year horizon based on strategic guidance</li> <li>- Ministry of Finance provides timely guidance to enable MoI and MoD to develop a budget</li> <li>- MoD and MoI are able to formulate an accurate annual budget to meet internal and external requirements</li> <li>- MoD and MoI are able to develop an executable procurement plan and execute their spend plan within budget and stipulated timeframes</li> <li>- MoD and MoI are able to submit, award, and complete contracts to ensure execution as planned</li> <li>- MoD can fully pay all their employees accurately, timely and in a secure fashion.</li> <li>- Ministry of Finance provides timely approvals, in-year guidance, and funds to MoI and MoD</li> <li>- MoD and MoI possess an effective and efficient system to recruit and hire subject matter experts</li> </ul>
<b>EF 2:</b>  Transparency,  Accountability,  and Oversight	<ul style="list-style-type: none"> <li>- MoD Ministerial Internal Controls Program is effectively implemented and sustainable</li> <li>- MoD and MoI IG has an effective accountability oversight program for sustainability</li> <li>- GS IG has an effective accountability oversight program for sustainability</li> <li>- Critical items (the “big four” issues – fuel, ammunition, food, and pay) are managed by transparent, accountable, and sustainable processes to the appropriate organizational level</li> <li>- Ensure appropriate engagement of relevant external and internal agencies to establish transparency, accountability, and oversight within the Afghan government</li> </ul>
<b>EF 3:</b>  Rule of Law  and Governance	<ul style="list-style-type: none"> <li>- MoD and MoI have appropriately staffed and qualified units to prevent or address extra-judicial killings and other GVHR</li> <li>- MoD and MoI identify, investigate, and appropriately act upon acts of major corruption and GVHR</li> <li>- MoD and MoI inter-ministerial cooperation with AGO on corruption adjudication, and with AGO on GVHR allegations</li> </ul>

<p><b>EF 4:</b></p> <p>Force Generation</p>	<ul style="list-style-type: none"> <li>- MoD utilizes AHRIMS down to the corps level to manage the force, and MoI utilizes AHRIMS down to the provincial headquarters level to manage the force</li> <li>- MoD implements civilianization goals and objectives as outlined in the bilateral agreement</li> <li>- MoD and MoI manpower plans are developed and used to project future manpower requirements that inform recruiting goals, mitigates attrition rates, and achieve desired end strength</li> <li>- MoD and MoI establish systems to integrate lessons learned; tactics, techniques, and procedures; doctrine; and programs of instruction</li> <li>- All untrained ANP receive formal police training, and MoI prevents future untrained policy by forecasting training requirements and scheduling courses to accommodate recruit intakes</li> <li>- The ANA has established a system for training in air and ground coordination; capability established and used for information operations delivery</li> <li>- Training delivered that results in reduced casualties</li> </ul>
<p><b>EF 5:</b></p> <p>Logistics and Maintenance</p>	<ul style="list-style-type: none"> <li>- Measurement and reporting has command emphasis</li> <li>- ANDSF documents processes for generating and capturing requirements</li> <li>- ANDSF has adequately executed a demand based inventory management system</li> <li>- ANDSF organic maintenance is supplemented by contractors</li> <li>- MoI assumes responsibility for equipment maintenance, which is transitioned from the coalition-funded AMS contract</li> <li>- MoD has a developed an operational medical resource optimization process that is sustainable</li> <li>- MoD and MoI has sufficient numbers of trained and qualified health care personnel to fill <i>tashkil</i></li> <li>- MoD and MoI has an operational and sustainable medical logistics process</li> <li>- ANP operate inventory management processes, including cold chain management for medicines</li> <li>- The Afghan government-backed Afghan Medical Council establishes and sustains ANDSF and Afghan national healthcare</li> <li>- MoD capable of managing its portion of the frequency spectrum for the Afghan government</li> <li>- MoD and MoI able to identify and sustain key information and communications technology infrastructure</li> <li>- MoD able to sustain information management systems throughout their lifecycle</li> </ul>



	<ul style="list-style-type: none"> <li>- MoD implements fundamental cybersecurity structures and processes to ensure the confidentiality, integrity, and availability of critical information and information systems</li> <li>- MoD able to produce and sustain information and communications technology forces that are manned, trained, and equipped to conduct operations</li> <li>- MoI capable of managing its portion of frequency spectrum for the Afghan government</li> </ul>
<b>EF 6:</b>  Command and Control Operations	<ul style="list-style-type: none"> <li>- ONSC delivers national security guidance through the national strategic security document set (<i>National Threat Assessment, National Security Policy, and National Security Strategy</i>)</li> <li>- Assistant Minister of Defense for Strategy and Policy lead – deliver strategic documents (<i>National Military Strategy and Guidance for Operational Planning</i>) in time and of sufficient quality (focused, threat informed, and resource aware) to inform subordinate planning</li> <li>- Assistant Minister of Defense for Strategy and Policy lead – delivers the Defense Capabilities Planning Guidance in time and of sufficient quality to inform and drive the departmental capability development process</li> <li>- GS Plans Directorate deliver planning guidance and a coherent, synchronized campaign planning process</li> <li>- The MoI Deputy Minister of Strategy and Policy – delivers strategic documents (MIS, MIP, and Strategic Programming Guidance Directive) in time and of sufficient quality (focused, threat informed, and resource aware), monitors implementation and manages change through a robust force management process</li> <li>- The MoI Deputy Minister of Strategy and Policy monitors MIS and MISP implementation and delivers guidance to ensure a robust departmental force management process</li> <li>- ANA has an established and sustainable capability to conduct combined arms operations</li> <li>- ANA has an established and sustainable capability to conduct operations in coordination with ANP</li> <li>- ANA has assessed its capability gaps at the operational level and implemented improvements to address the gaps</li> <li>- ANA has a sustainable capability to prepare detailed plans and orders at the corps level from strategic guidance from the MoD</li> <li>- ANP has an established and sustainable capability to coordinate ANP inputs to ANA operations</li> <li>- ANASOC develops as a strategic MoD asset capable of manning, equipping, training, employing, and sustaining the force</li> </ul>

	<ul style="list-style-type: none"> <li>- ANASOC is able to synchronize special operations brigade and special operations <i>kandak</i> operations within the framework of corps security operations in support of the Afghan government and MoD objectives</li> <li>- SMW develops as a strategic Afghan government organization capable of manning, equipping, training, employing, and sustaining a force to conduct special operations force air assault and airborne ISR capability in support of ASSF</li> <li>- AAF has developed sustainable enterprise manning, a sustainable aerial fires capability, and a sustainable theatre mobility system</li> </ul>
<b>EF 7:</b> Intelligence	<ul style="list-style-type: none"> <li>- Afghan police intelligence model effectively engages security issues</li> <li>- MoD intelligence integrates into MoD strategic decision-making and into ANASOC and ANA corps level operations</li> <li>- DPI human intelligence institutes a sustainable human intelligence network that can action and report on intelligence requirements and tasking</li> <li>- Establish NMIC as an operational intelligence center capable of retrieving and analyzing information obtained from various intelligence sensors and developing products that support Afghan government intelligence operations</li> <li>- DPI trains technically proficient personnel for intelligence operational needs and manages intelligence sustainment requirements to meet operational needs</li> <li>- Establish enduring and sustainable organic intelligence capability at Intelligence Training Center, ANA corps, and ANASOC</li> </ul>
<b>EF 8:</b>  Strategic Communication	<ul style="list-style-type: none"> <li>- Develops and sustains events and mechanisms designed to facilitate cross-ministerial coordination and delivery of strategic communication guidance, priorities and direction.</li> <li>- National Unity Government develops and distributes strategic communication guidance; guidance will be utilized to develop respective MoD and MoI communication plans and products</li> <li>- GS Operations Directorate Information Operations has the knowledge and capability to submit effectively (and modify as necessary) yearly [personnel and equipment] <i>tashkil</i> inputs, as well as to plan and submit its yearly budget requirements, which will enable the MoD information operations capability throughout the country</li> </ul>
<b>Gender</b>	<ul style="list-style-type: none"> <li>- MoI and MoD/ANA implement approved strategies and plans on gender integration</li> <li>- MoI and MoD provide safe training and working environment (facilities) for women</li> <li>- MoI and MoD takes actions to eliminate gender-based violence and other types of violence and sexual harassment of women</li> </ul>

## ANNEX B – ACRONYMS

AAC	Advise and Assist Cell
AACP	Afghan Anti-Crime Police
AAC-SE	Advise and Assist Cell – Southeast
AAC-SW	Advise and Assist Cell – Southwest
AAD	Advise and Assist Directorate
AAF	Afghan Air Force
ABP	Afghan Border Police
AGO	Attorney General’s Office
AHRIMS	Afghan Human Resource Information Management System
ALP	Afghan Local Police
AMS	Automotive Management Services
ANA	Afghan National Army
ANA TF	Afghan National Army Trust Fund
ANAREC	Afghan National Army Recruiting Command
ANASOC	Afghan National Army Special Operations Command
ANCOP	Afghan National Civil Order Police
ANDSF	Afghan National Defense and Security Forces
ANP	Afghan National Police
ANQAR	Afghanistan Nationwide Quarterly Assessment Research
APPF	Afghan Public Protection Force
APPS	Afghan Personnel and Pay System
AQIS	Al Qaeda in the Indian Subcontinent
ASFF	Afghanistan Security Forces Fund
ASSF	Afghan Special Security Forces
ATAC	Afghan Tactical Air Coordinator
AUMF	Authorization for the Use of Military Force
AUP	Afghan Uniform Police
AWOL	Absent Without Leave
BSA	Bilateral Security Agreement
CASEVAC	Casualty Evacuation
CID	Criminal Investigation Directorate
CJOC	Combined Joint Operations Center
CLS	Contract Logistics Support
CNPA	Counter Narcotics Police of Afghanistan
Core-IMS	Core-Information Management System
CSTC-A	Combined Security Transition Command – Afghanistan

DF	Direct Fire
DIILS	Defense Institute of International Legal Studies
DLI	Defense Language Institute
DoD	Department of Defense
DPI	Directorate of Police Intelligence
DPPP	Draft Prioritized Procurement Plan
EAP	Expeditionary Advising Package
ECL	English Comprehension Level
EF	Essential Function
FAST	Functional Area Support Teams
FY	Fiscal Year
GCPSU	General Command of Police Special Units
GDP	Gross Domestic Product
GMIC	Government Media Information Center
GS	General Staff
GVHR	Gross Violation of Human Rights
HMMWV	High-Mobility Multi-Purpose Wheeled Vehicle
HPA	High-Profile Attack
IDF	Indirect Fire
IED	Improvised Explosive Device
IG	Inspector General
IMF	International Monetary Fund
ISAF	International Security Assistance Force
ISIL	Islamic State of Iraq and the Levant
IS-KP	Islamic State of Iraq and the Levant – Khorasan Province
ISR	Intelligence, Surveillance, and Reconnaissance
ISU	Investigative and Surveillance Unit
KIA	Killed-in-Action
LOAC	Law of Armed Conflict
LOTFA	Law and Order Trust Fund for Afghanistan
MAAR	Monthly ANDSF Assessment Report
MEDEVAC	Medical Evacuation

MIS	Ministry of Interior Strategy
MISP	Ministry of Interior Strategy Plans
MoD	Ministry of Defense
MoI	Ministry of Interior
MTT	Mobile Training Team
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
NDAA	National Defense Authorization Act
NDS	National Directorate of Security
NIMS	National Information Management System
NLC	National Logistics Center
NMIC	National Military Intelligence Center
NSOCC-A	NATO Special Operations Component Command – Afghanistan
NTA	National Threat Assessment
NTEC	Network Targeting and Exploitation Center
OCB	Oversight and Coordination Body
OCS	Officer Candidate School
OEF	Operation Enduring Freedom
OFS	Operation Freedom’s Sentinel
ONSC	Office of the National Security Council
PL	Public Law
PoAM	Program of Actions and Milestones
PSC	Private Security Companies
PSU	Provincial Special Unit
RAID	Rapid Aerostat Initial Deployment
RLSC	Regional Logistics Support Center
RS	Resolute Support
SAFIRE	Surface-to-Air Fire
SFA	Security Force Assistance
SIGAR	Special Inspector General for Afghanistan Reconstruction
SIGINT	Signals Intelligence
SIU	Sensitive Investigation Unit
SOJTF-A	Special Operations Joint Task Force – Afghanistan
SOK	Special Operations <i>Kandaks</i>
SOP	Standard Operating Procedure
SY	Solar Year

TAA	Train, Advise, and Assist
TAAC	Train, Advise, and Assist Command
TAAC-Air	Train, Advise, and Assist Command – Air
TAAC-C	Train, Advise, and Assist Command – Capital
TAAC-E	Train, Advise, and Assist Command – East
TAAC-N	Train, Advise, and Assist Command – North
TAAC-S	Train, Advise, and Assist Command – South
TAAC-W	Train, Advise, and Assist Command – West
TMAF	Tokyo Mutual Accountability Framework
TTHS	Training, Transient, Holding, Students
TTP	Tehrik-i-Taliban Pakistan
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Program
UNSCR	United Nations Security Council Resolution
USFOR-A	United States Forces – Afghanistan
WIA	Wounded-in-Action

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